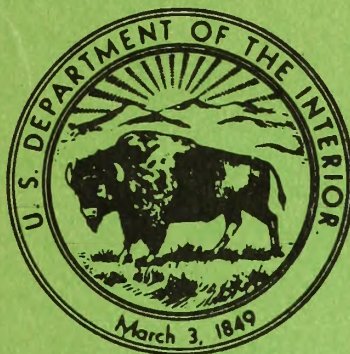




UNITED STATES DEPARTMENT OF THE INTERIOR BUDGET JUSTIFICATIONS, F. Y. 1987



NOTICE: These budget justifications are prepared for the Interior and Related Agencies Appropriations Subcommittees. Approval for release of the justifications prior to their printing in the public record of the Subcommittee hearings may be obtained from the Subcommittees through the Office of Budget of the Department of the Interior.

BUREAU OF LAND MANAGEMENT

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1987

Bureau of Land Management
FY 1987 Budget Justifications

Errata Sheet

1. Page 38, in workload table, change "Unitization" to "Utilization"
2. Page 314,
 - 1) Under "Activity," correct typo from "Improcements to Public Lands" to "Improvements ..."
 - 2) On total requirements line, "Inc. (+) Dec(-) from Base," change -1,497 to -1,494.
3. Page 316, Under "Difference" "Total" line, change -1,497 to -1,494.
4. Page 317, Under "Distribution of Change by Object Class," change total from \$1,497,000 to \$1,494,000.
5. Page 318, On "Total requirements" line, change -1,497 to -1,494.

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BUREAU OF LAND MANAGEMENT

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DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

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NOTE: All references to years throughout this document are in terms of Federal Fiscal Years, unless otherwise noted.

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Bureau of Land Management
Headquarters and Field Organization

Organization - The program and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

- a) The Headquarters Office, consisting of the Bureau Director, Associate Director, Deputy Directors, Assistant Directors, and the staff offices and divisions reporting to them (see organization chart), provides national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the public lands; maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public; and provides centralized administrative direction and procedures for Bureauwide activities.
- b) State Offices (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management programs within the States under their jurisdictions and for supervising subordinate District Offices.
- c) District Offices (55), each headed by a District Manager who reports to the State Director, have responsibility for all Bureau program implementation, operations, land use planning, and user contacts at the local level, including the direction of Area Managers who are responsible for on-the-ground program implementation within their respective areas.
- d) Bureauwide support offices: (1) the Denver Service Center, headed by the Service Center Director, provides Bureauwide technical, scientific, data management and administrative services; and (2) the Boise Interagency Fire Center (BIFC), headed by the BLM Fire Center Director, provides training, logistical support and aviation management services for the Bureau's fire program.

General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the Bureau and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 USC 1731).

BLM is responsible for carrying out a full range of programs for the conservation, development and management of both surface and mineral resources on approximately 340 million acres of public lands located in 28 States including Alaska. This land estate constitutes about 13 percent of the total land surface of the United States. In addition, BLM administers mineral leasing and supervises mineral operations on 370 million acres of mineral estate underlying other federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

The Bureau's primary objective is to manage the public lands and their resources under the concept of multiple-use through attaining the best combination of uses that an area is capable of sustaining to provide maximum public benefit. Renewable resources are managed to recognize the Nation's needs for domestic sources of food, fiber, timber and wildlife on a sustained yield basis and to make significant contributions to national, regional and local economies which depend upon public land resources. Mineral resources are managed to provide a secure domestic source of energy and strategically important nonenergy minerals, to ensure orderly and timely development, and to obtain fair market value return to the Federal Government. The public lands also provide many opportunities for human use and enjoyment through recreational, ecological, scientific, and other nonconsumptive activities. BLM manages the public lands with these interests in mind as well as with concern for environmental protection, service to the public, and opportunity for public involvement in the development of BLM plans, managerial considerations, and regulations.

The FY 1987 Budget reflects our continuing commitment to effective stewardship of the public lands and their mineral, renewable, and other natural resources; including protecting these lands and resources, making them available for orderly development and use to provide economic benefits to the Nation, and ensuring their availability for the enjoyment and benefit of all Americans. The 1987 Budget proposes funding at levels appropriate to meet these management objectives and commitments for the public lands, yet is a level of funding consistent with the national mandate to reduce the Federal deficit and control Federal spending in 1987. The Secretary's initiative to "take pride in America" is an integral part of this management philosophy to encourage individual citizens, groups and private organizations to make a commitment to care about the public lands and resources. The budget includes a continuing emphasis on volunteerism and private investments on the public lands, as well as working with State and local governments and private users to share in funding and administration of many different activities where there is predominantly local interest.

The Budget assumes that proposed legislation will be enacted to authorize the interchange of land management responsibilities between the Forest Service and BLM by FY 1987, with implementation to begin during that year. A separate request of \$3.4 million for BLM implementation costs of the interchange is included in the Budget.

Comparison of 1987 Estimates with 1986 Appropriations Enacted to Date:

		(Dollar amounts in thousands)			
		FY 1986 Enacted to Date	FY 1987 Estimate	Inc. (+) or Dec. (-)	Permanent Employment 12/31/85
Management of Lands and Resources	\$ (FTE-T)	396,175 (8,520)	375,685 (8,286)	-20,490 (-234)	7,233
Construction and Access	\$ (FTE-T)	1,395 (25)	1,200 (25)	-195 (---)	22
Land Acquisition	\$ (FTE-T)	2,286 (7)	--- (4)	-2,286 (-3)	10
Payments in Lieu of Taxes	\$ (FTE-T)	104,370 (1)	105,000 (1)	+630 (---)	1
Oregon and California Grant Lands	\$ (FTE-T)	55,777 (998)	51,160 (988)	-4,617 (-10)	840
Range Improvements	\$ (FTE-T)	10,000 (119)	8,506 (114)	-1,494 (-5)	93
Service Charges, Deposits, and Forfeitures (Indefinite)	\$ (FTE-T)	4,247 (57)	5,195 (57)	+948 (---)	48
Miscellaneous Trust Funds (Current, Indefinite)	\$ (FTE-T)	100 (---)	100 (---)	--- (---)	---
Total, Current Appropriations Requested	\$ (FTE-T)	574,350 (9,727)	546,846 (9,475)	-27,504 (-252)	8,247
<u>Permanent and Trust Funds</u>					
Special Acquisition of Lands and Minerals (Borrowing Authority)	\$ (FTE-T)	1,300 (---)	1,300 (---)	--- (---)	---
Operations and Maintenance of Quarters	\$ (FTE-T)	250 (2)	250 (2)	--- (---)	---
Miscellaneous Permanent	\$ (FTE-T)	15,154 (95)	51,173 (95)	+36,019 (---)	73
Miscellaneous Trust Funds	\$ (FTE-T)	600 (30)	600 (30)	--- (---)	21
Subtotal, Permanent	\$ (FTE-T)	17,304 (127)	53,323 (127)	+36,019 (---)	94
Proposed BLM/Forest Service Interchange	\$ (FTE-T)	--- (---)	3,400 (-37)	+3,400 (-37)	---
Other Accounts	(FTE-T)	(203)	(193)	(-10)	227
Budget Authority, Total BLM	\$ (FTE-T)	591,654 (10,057)	603,569 (9,758)	+11,915 (-299)	8,568

Highlights of FY 1987 Request

The 1987 Budget Estimate for the Bureau of Land Management (BLM) is \$603.6 million, an increase of \$11.9 million from the 1986 appropriations enacted to date. The Estimate includes \$51.2 million in Miscellaneous Permanent Appropriations, \$1.3 million as an estimate of interest accrued on the unused portion of bidding rights issued for acquisition of non-Federal minerals in the Rattlesnake Wilderness Area, and \$.6 million in Miscellaneous Trust Funds. This constitutes a combined increase of \$36.0 million from the 1986 Estimate for permanent appropriations and trust funds.

For operating funds and Payments in Lieu of Taxes (PILT), for which current appropriations are requested, the 1987 Estimate is \$546.8 million, a decrease of \$27.5 million from the 1986 level.

Special emphasis is given throughout the 1987 Budget to the resource management priorities for the Department as established by the Secretary. These include increased partnership and cooperative endeavors with States, private individuals and organizations to improve management of the public lands and resources; continued improvements in the areas of water resources and Indian and Native self-determination; wilderness review; and improved agency management practices through the application of information technology. Funding priority has also been placed on those programs which protect existing public investment in facilities and resource projects, respond to significant regional and local economic needs, and ensure both visitor and resource protection.

The changes between the 1986 Estimate and the 1987 Estimate for each appropriation are highlighted below:

Management of Lands and Resources

The 1987 request for the "Management of Lands and Resources" (MLR) appropriation is \$375.7 million, a decrease of \$20.5 million from the 1986 appropriation. Within this appropriation, a \$6.3 million decrease from the 1986 appropriation in the energy and minerals activity is possible due to decreased industry demand in coal, oil shale/tar sands, geothermal, and nonenergy mineral leasing. An increase of \$2 million in the oil and gas program will be used to accomplish additional diligent development reviews of Indian leases as required by law, process additional lease adjustments, and increase inspections of Federal leases both with in-house staff and through implementation of delegation agreements with the States under the authority of section 205 of the Federal Oil and Gas Royalty Management Act (FOGRMA).

A decrease of \$2.8 million for lands and realty management will be possible by slowing the pace of interim conveyances and tentative approvals of land transfers in Alaska for the State and Alaska Natives and the realization of program efficiencies.

The 1987 request provides \$107.8 million for the renewable resources management activity, a decrease of \$10.2 million from the 1986 appropriations level.

A decrease of \$2.6 million in forest management is a result of reducing the number of marginal timber sales offered in public domain States and by eliminating \$914,000 provided in MLR for support of the western Oregon forestry program.

A decrease of \$1.5 million in the range management program is a result of decreasing removals in the wild horse and burro program and increasing emphasis on adoptions with the goal of reducing long-term maintenance costs for captured animals.

Decreases will be possible in the soil, water, and air management program by reducing soil and water inventories while still providing the level needed to meet the grazing EIS schedule and energy leasing goals. The more expensive soil and water development projects will be deferred in favor of completing smaller, less costly facilities. The hazardous materials program will be continued at the 1986 enacted level.

A decrease of \$2.3 million in wildlife habitat management reflects: 1) emphasis on efforts for currently listed threatened/endangered species and reducing efforts on species not in danger of extinction or only proposed for listing; 2) emphasis on implementing current habitat management plans rather than preparing new ones, and 3) elimination of the experimental matching fund program for Desert Bighorn Sheep.

The decreases in the recreation management subactivity reflect deferral of new activity plans, site stabilization and protection work in the cultural resources program, savings resulting from improved efficiency in the issuance of recreation permits and limitation of recreation activity planning and protection projects to the most critical recreation areas.

An increase in fire management is for the operation and maintenance of the Bureau's Initial Attack Management System (IAMS) which will improve fire suppression readiness.

An increase of \$1.3 million is proposed for the planning and data management activity to support increased efforts involving intergovernmental coordination and public participation for planning, technical support to field users, purchase of additional ADP equipment, and maintenance of existing equipment used for data management.

The 1987 Budget reduces funding for cadastral survey by \$3.9 million. This decrease is related to the surveys of inholdings and other parcels included in larger blocks of land being conveyed to the State of Alaska and Alaska Natives.

The decrease of \$415,000 in recreation maintenance funding would reduce the frequency of maintenance at several recreation, picnic and undeveloped sites and reduce frequency of cleanup conducted at undeveloped sites.

The 1987 Budget provides a net increase of \$2.0 million for the general administration and fixed costs related to operating the entire Bureau. Within this activity, decreases of \$1.3 million are proposed in executive and managerial direction, equal employment opportunity program, and administrative services support programs reflecting efforts to improve management efficiency, consolidate administrative support service functions and reduce the size of headquarters and administrative organizations. Increased funding of \$3.3 million is needed to cover fixed costs such as commercial telephones and telephone equipment charges, the additional costs associated with employee transfer of duty station allowances, and other new requirements.

Construction and Access

The 1987 request of \$1.2 million for the access program reflects a continuing program level for the purchase of easements necessary to move products to market and develop needed resources. No funding for new construction projects is requested.

Land Acquisition

No new funding for land acquisition projects is requested in the 1987 Budget.

Payments in Lieu of Taxes

The request for Payments in Lieu of Taxes (PILT) is \$105 million, a \$.6 million increase over the amount appropriated in 1986. This level should provide the full level of payments to counties as authorized under current statutory formulas. It is projected that this funding will increase to \$132 million in 1988 as a result of the net receipt sharing initiative.

Oregon and California Grant Lands

The 1987 request for the "Oregon and California Grant Lands" appropriation is \$51.2 million, a decrease of \$4.6 from the 1986 appropriation. Reduced program requirements in timber management and timber development are the result of reoffering timber from contracts which were returned to BLM under the provisions of the Federal Timber Contract Payment Modification Act (FTCPMA) of 1984, and from streamlining sale procedures.

Range Improvements

The request for range improvement funds is \$8.5 million, a decrease of \$1.5 million from the FY 1986 appropriation. The grazing fee for the 1985 and 1986 grazing years is \$1.35 per animal unit month (AUM). This fee level will generate \$8.5 million for range improvements in 1987, and no request is being made for a \$10 million minimum program as authorized by Section 401 of FLPMA as amended.

Special Acquisition of Lands and Minerals

The only program for 1987 is the permanent appropriation of borrowing authority representing the interest on the unused portion of bidding rights held by private companies from the acquisition of mineral rights in the Rattlesnake Wilderness Area. Interest will continue to accrue at an annual level of \$1.3 million.

Service Charges, Deposits, and Forfeitures

Under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976, costs related to processing applications for rights-of-way, other land use authorizations, conveyances of Federal mineral interests under private lands, adoption of wild horses and burros, and repairs to damaged property can be recovered through service charges, deposits of funds, and forfeitures of performance bonds. In 1987 collections associated with these actions which will become available for use by the Bureau are estimated at \$5.2 million.

Miscellaneous Trust Funds

Section 307 of FLPMA authorizes the Bureau to accept contributions for costs of certain conveyances of omitted lands and for resource management projects, provided that the amounts are appropriated. The estimate for amounts requiring current appropriation is \$.1 million for FY 1987. In addition, other contributions are permanently appropriated for resource improvement projects and land survey work.

BLM/FS Interchange

The 1987 Budget includes a separate transmittal of \$3.4 million requested in conjunction with proposed legislation to implement the interchange of responsibilities for the management of lands between the Bureau and the Forest Service. The interchange is designed to improve efficiency and economy of operations and to provide better service to the public. A legislative proposal will be submitted to Congress in February 1986.

Miscellaneous Permanent Appropriations

A number of statutes provide that a specified percentage of the revenues generated by the sale of public lands, mineral resources and surface resource products is shared with States or counties within which the revenue was generated. These amounts are permanently appropriated under the terms of these laws. In 1987, it is estimated that \$51.2 million will be paid to States and counties under these appropriations. This represents an increase of \$36 million from the estimated payments in 1986 when an early payment to Oregon and California Grant Land (O&C) counties from 1985 receipts caused 1986 budget authority to be reflected at an unusually low amount.

The 1987 estimated payments to O&C counties also reflect a proposal to start sharing revenues on a net receipt, rather than a gross receipt, basis, resulting in an estimated payment to counties of approximately \$40.1 million.

Receipts

In FY 1987, BLM will collect an estimated \$254.2 million in receipts from sales of lands and vegetative products, grazing fees, timber sales and other miscellaneous sources. This is an increase of \$24.4 million from these sources in FY 1986. Most of this projected increase will result from increased timber harvesting on O&C lands.

In addition, BLM activities contribute directly to the generation of more than \$1 billion in receipts (bonuses, rents, royalties) connected with the leasing of onshore Federal minerals. (These receipts are now accounted for and disbursed by the Minerals Management Service.)

Authorization

Legislative authorizations for appropriation previously enacted in response to Section 318 of the Federal Land Policy and Management Act of 1976 (P.L. 94-579) have expired.

RECEIPTS

RECEIPTS BY SOURCE

The following table shows total actual receipts collected by the Bureau of Land Management in Fiscal Years 1982, 1983, 1984 and 1985 and estimated receipts for Fiscal Years 1986 and 1987 by source.

	(Dollars in thousands)					
	<u>Actual 1982</u>	<u>Actual 1983</u>	<u>Actual 1984</u>	<u>Actual 1985</u>	<u>Estimate 1986</u>	<u>Estimate 1987</u>
Sales, Public Land and Materials	\$ 3,599	\$ 11,528	\$ 9,175	\$ 12,397	\$ 14,300	\$ 11,300
Noncompetitive Filing Fees	107,500	86,175	-5,039	28,558	30,000	30,000
Registration and Misc. Filing Fees	4,428	2,342	2,215	2,049	2,300	2,300
Mineral Leasing 1/	1,313,069	949,264	--- 2/	--- 2/	--- 2/	--- 2/
Grazing Fees	20,879	16,699	16,116	14,756	15,123	15,123
Timber Sales	87,401	106,850	154,278	137,557	151,000	178,600
Recreation/Use Fees	513	587	671	759	1,000	1,000
Miscellaneous Receipts, Services Chgs. & Fees	92,826	14,720	15,319	18,858	16,121	15,901
TOTAL	\$1,630,215	\$1,188,165	\$192,735	\$214,934	\$229,844	\$254,224

1/ Includes mineral leasing receipts collected by BLM and transferred to other agencies.

2/ Functions transferred to Minerals Management Service in FY 1984.

Receipts by Source -- Descriptions

1. Sale of Public Lands and Materials - This category includes receipts from the sale of public lands and materials with the following exceptions:

- a. Receipts from sale of timber from the public domain;
- b. Receipts from sale of lands and materials from Oregon and California (O&C) and Coos Bay Wagon Road (CBWR) lands;
- c. Receipts from sale of lands and materials from Land Utilization (LU) project lands;
- d. Receipts from sale of lands and materials from Reclamation lands (reserved or withdrawn); and
- e. Receipts from sale of townsites and reclamation projects.

2. Noncompetitive Filing Fees - An estimated \$30 million per year in simultaneous oil and gas (SOG) filing fees will be collected in 1986 and 1987. The estimate is based upon receiving approximately 400,000 filings per year at \$75 per filing.

3. Registration and Filing Fees - This category includes fees received for filing or recording documents. Also included are charges for registration of individuals, firms or products. In 1987, based on historical data, an estimated \$2.3 million in registration fees will be collected.

4. Mineral Leasing - This includes receipts (including bonuses, royalties, and rents) collected from leasing of oil and gas, coal, oil shale, geothermal, and other minerals on public lands and acquired lands administered under the Mineral Leasing Act (MLA) and the Acquired Lands Leasing Act, including LU lands and O&C lands although these receipts are not distributed under the MLA formulas.

The Minerals Management Service assumed responsibility for collection and distribution of mineral leasing royalty and rental receipts in 1984. BLM continues to collect first-year rentals and initial bonuses from mineral leasing but deposits these receipts directly into MMS accounts.

5. Grazing Fees - Grazing fees have been based on the formula established in the Public Rangelands Improvement Act (PRIA) of 1978. The formula includes forage value index, private land lease rates, beef cattle prices and the price paid to ranchers for finished beef cattle. The grazing fee for 1985 was set at \$1.35 per animal unit month (AUM) resulting in receipts of approximately \$15 million. A joint BLM/Forest Service study of grazing fees has been completed and is under review within the Executive Branch. The receipts for 1986 and 1987 assume a continuation of the 1985 fee level. Grazing fees are collected into the following accounts:

a. Receipts from Land Utilization (LU) Lands, BLM. Includes receipts for grazing livestock on LU project lands acquired under the authority of the Bankhead-Jones Act of 1937 and transferred to the Department of the Interior by Executive Order (EO) 10787 and EO 10890 for administration by BLM under Section 15 of the Taylor Grazing Act (TGA). The receipt estimate for this account does not include receipts for mineral leasing on LU lands which are estimated to be

about \$1.9 million per year and are included with other minerals receipts reported by MMS. However, these receipts are transferred to BLM for distribution according to the same formula used for grazing fees.

b. Receipts from Grazing, etc., Public Lands Outside of Grazing Districts, BLM. Includes receipts collected from users of grazing lands outside BLM grazing districts:

- o Receipts from public lands leased for grazing under the authority of Section 15 of the Taylor Grazing Act of 1934 and LU lands transferred to the Department of the Interior by Executive Orders 10046, 10234, and 10322 to be administered according to Section 15 of TGA;
- o Receipts collected by other agencies under cooperative agreements; and
- o Crossing fees and trespass collections for Section 15 lands. Excludes grazing receipts from O&C and Coos Bay Wagon Road (CBWR) lands and LU lands transferred by Executive Orders 10787 and 10890 and receipts covered by other laws.

c. Receipts from Grazing, etc., Public Lands Within Grazing Districts, BLM. Includes grazing receipts from public lands within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934 and from grazing on LU lands transferred under EO 10787 and EO 10890, and crossing fees and trespass collections from Section 3 lands.

Fifty percent of all receipts collected from Taylor Grazing Act Section 3 lands, Section 15 lands, and LU lands under BLM jurisdiction are allocated to the Range Improvements Fund. As provided in the Taylor Grazing Act and the Public Rangelands Improvement Act of 1978, when appropriated by Congress, these funds are available until expended for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected in the previous fiscal year.

6. Timber Sales - Included are receipts from the sale of timber and other natural land products from the Oregon and California (O&C) Grant Lands and from the Coos Bay Wagon Road lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, from sale of townsites within reclamation projects, and from public domain timber sales. Estimates are based on historical data and anticipated changes in other factors affecting timber demand, such as housing construction.

Timber Receipts FY 1983-87

	(Dollars in thousands)				
	Actual			Estimates	
	FY 1983	FY 1984	FY 1985	FY 1986	FY 1987
Oregon and California Grant Lands	\$ 92,306	\$134,082	\$122,248	\$130,200	\$154,400
Coos Bay Wagon Road	4,836	6,657	5,535	6,700	8,000
Public Domain (incl. western Oregon)	<u>7,585</u>	<u>13,548</u>	<u>9,774</u>	<u>14,100</u>	<u>16,200</u>
Total	\$104,727	\$154,287	\$137,557	\$151,000	\$178,600

The increased receipt estimates for 1986 and 1987 largely reflect the anticipated harvest of high-bid timber sales purchased before January 1, 1982, with expiration dates extended by Executive Order through 1989. These are sales that were not bought out under provisions of the "Federal Timber Contract Payment Modification Act" (P.L. 98-478).

7. Recreation/Use Fees - Recreation use fees are collected primarily from concessionaires and other commercial recreation users, such as off-road vehicle (ORV) events and white water river rafting outfitters. The anticipated increase in receipts would result mainly from increases in fees charged to permittees, in part as a result of the phase-in of higher fees under 43 CFR, Part 8370.

8. Miscellaneous Receipts - There are four major categories of miscellaneous receipts not otherwise classified:

a. Rent of land (for grazing, commercial, industrial and residential purposes, and for campsites);

b. Revenues from special program services such as road maintenance and use fees, rights-of-way application processing fees, and wild horse and burro fees collected from adopters;

c. Fines, penalties and bond forfeitures; and

d. Annual rentals from rights-of-way permits.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1985						
State	Mineral 1/ Leases and Permits	Forage Receipts Taylor		Sale of Public Land and Materials	Other 2/	Total
		Outside	Inside			
Alabama.....	---	---	---	338	---	338
Alaska.....	10,915,018	---	---	6,837	---	10,921,855
Arizona.....	29,035	162,588	87,257	29,904	---	308,784
Arkansas.....	---	---	---	73	---	73
California.....	5,156	89,651	19,456	121,212	---	235,475
Colorado.....	258,577	31,890	72,712	35,812	---	398,991
Florida.....	---	---	---	320	---	320
Idaho.....	4,689	23,792	191,685	23,166	---	243,332
Illinois.....	---	---	---	1,016	---	1,016
Kansas.....	---	87	---	---	---	87
Minnesota.....	---	---	---	2,182	---	2,182
Mississippi.....	---	---	---	534	---	534
Montana.....	4,210	112,619	124,077	20,485	556,038	817,429
Nebraska.....	---	799	---	66	---	865
Nevada.....	---	26,929	323,135	860,716	---	1,210,780
New Mexico.....	329,998	154,609	211,886	23,081	12,548	732,122
North Dakota.....	133	6,500	---	569	---	7,202
Oklahoma.....	94	244	---	5,994	13,437	19,769
Oregon.....	7,799	32,991	154,100	481,088	117,462,098	118,138,376
South Dakota.....	15	50,947	---	1,494	---	52,456
Utah.....	23,088	---	171,879	18,189	506	213,662
Washington.....	99,014	19,379	---	15,934	---	134,327
Wyoming.....	300,383	311,319	193,326	55,333	---	860,361
TOTAL	11,977,209	1,024,344	1,549,513	1,704,343	118,044,627	134,300,336

1/ The Bureau continues to make payments on receipts from the National Petroleum Reserve - Alaska and other minor categories of mineral receipts even though Minerals Management Service has primary responsibility for mineral receipts collections.

2/ "Other" payments reflect receipts from National Grasslands, oil and gas royalties in Oklahoma and O&C and Coos Bay Wagon Road receipts.

3/ Includes \$116.9 million for O&C Grant Lands and \$.5 million for Coos Bay Wagon Road timber receipts. Included in the \$116.9 million was a prepayment of \$50.9 million.

The following results were obtained from the analysis of the samples collected during the investigation of the case of the disappearance of the ship "Titanic" on April 15, 1912.

The results of the analysis of the samples collected during the investigation of the case of the disappearance of the ship "Titanic" on April 15, 1912, are as follows:

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MANAGEMENT OF
LANDS AND RESOURCES

Appropriation Summary Statement

Appropriation: Management of Lands and Resources

The Management of Lands and Resources (MLR) appropriation, the largest of BLM's operating appropriations, funds a variety of functions necessary to develop, manage, and protect the public lands and resources (both surface and mineral) under the Bureau's jurisdiction. These activities include energy and minerals management, lands and realty management, renewable resources management, planning and data management, cadastral survey, firefighting and rehabilitation, technical services, and general administration. The 1987 Estimate is \$375,685,000, a decrease of \$20,490,000 from the 1986 appropriation enacted to date.

1. Energy and Minerals Management includes the resource evaluation, leasing and supervision of Federal and Indian coal, oil and gas, geothermal resources, oil shale, tar sands and nonenergy minerals; the assessment of environmental impacts of proposed minerals development and the implementation of measures to mitigate any adverse environmental effects; the administration of laws relating to mining on the public lands; and the sale of mineral materials. Also includes economic evaluation, post-lease supervision and inspection and enforcement.
 - A. Fluid Energy Minerals program includes oil and gas leasing and geothermal leasing activities. The program provides for processing additional lease adjustments and diligent development reviews of Indian mineral leases, and for implementation of section 205 of FOGRMA providing for delegation of inspection authority to States and Indian Tribes. The Bureau is responsible for management of 130,000 Federal oil and gas leases on 135 million acres and 14,000 Indian leases.
 - B. Solid Energy Minerals program includes coal leasing and oil shale/tar sands leasing activities. In coal, reduced demand and leasing have resulted in a proposed budget decrease in 1987. In the oil shale/tar sands program, a lack of private sector demand for Federal oil shale development results in a proposed termination of the Federal oil shale/tar sands program.
 - C. Nonenergy Minerals program provides for leasing of certain minerals such as phosphate, potash, and uranium; the sale of common variety minerals such as sand and gravel; and the administration of programs relating to mining on the public lands.
2. Lands and Realty Management
 - A. Realty Operations provides for processing applications for rights-of-way. Certain costs of rights-of-way processing are recovered through either a fee schedule or actual costs. Also, the program includes processing of land use authorizations; land disposal actions, such as State indemnity selections, desert land entries, and others; and land exchanges, both private and State. In Alaska, Native conveyances, conveyances to the State of Alaska, and Native allotments will be processed. The BLM's implementation of an automated land and mineral record system will be continued in 1987.

B. Withdrawal Processing and Review program emphasizes review of other agency withdrawals, processing of new withdrawal applications, and reviewing waterpower withdrawals.

3. Renewable Resources Management includes forest management; range management; soil, water and air management; wildlife habitat management; recreation management; and fire management. These activities provide for the development, utilization, protection, and sustained yield management of the natural resources on the public lands.

A. Forest Management provides for the management, development, protection, and sustained yield of timber production on about 1 million acres of public domain commercial forest land. In 1987 plans are to reduce marginal timber sales offered on public lands outside western Oregon. The sale objective for public domain is 60 million board feet.

B. Range Management provides for the management of livestock grazing for 4.3 million cattle, sheep, and horses on about 170 million acres of public rangeland and for management of 37,000 wild horses and 8,000 wild burros on the public lands.

(1) Wild Horse and Burro Management ensures viable populations of healthy free-roaming wild horses and burros, control of populations to prevent deterioration of range conditions, and humane care and treatment of animals through an adoption program. Increased emphasis will be placed on reducing long-term maintenance costs through increased adoptions and decreased removals.

(2) Grazing Management continues efforts to complete the court-ordered schedule for preparation of environmental impact statements (EIS's). Monitoring provides a data base for making supportable and equitable decisions and for evaluating progress in meeting resource management objectives. The program will continue to emphasize on-the-ground development of range improvements, including improvements which incorporate private cost sharing in the investments.

C. Soil, Water, and Air Management includes activities such as soil surveys; improving water quality through land treatment or development of facilities; maintaining watershed management structures and facilities; documenting and applying for water rights for public land uses; gathering soil, water and air quality data necessary to make resource management decisions; hazardous materials site inventory; and evaluating, ranking, and initiating cleanup action on the highest priority hazardous material sites on public lands.

D. Wildlife Habitat Management includes activities for the protection, management, and improvement of fish and wildlife habitats for all species dependent totally or partially on public lands for food and shelter; for cooperative management with other Federal and State wildlife agencies responsible for species management; and for the protection and management of habitat for threatened and endangered species of fish, wildlife, and plants. In addition, funds are included to match contributions by State agencies and wildlife interest groups who are willing to contribute funds or donate labor or materials for habitat improvement and maintenance.

- E. Recreation Management includes the activities that allow the use of public lands for a wide variety of outdoor recreation purposes; the protection, interpretation, and management of historic and archaeological sites; and wilderness management.
- (1) Cultural Resources Management focuses on protection, management and inventory of archaeological, cultural, paleontological and natural history resources on public lands. Emphasis will be on protection of the most valuable and critically threatened cultural, paleontological and natural history resources.
 - (2) Wilderness Management includes interim management on wilderness study areas, preparation of wilderness study reports and suitability recommendations, activity planning and management of designated wilderness areas, and coordination with the Geological Survey and Bureau of Mines on mineral surveys required by law.
 - (3) Recreation Resources Management focuses on 3 national conservation areas (including the California Desert), 1 national recreation area, over 150 areas where recreation use is heavily concentrated, 13 national wild and scenic rivers and 20 nationally designated trails. Less intensive management allows an equally significant amount of recreation to be provided on 52 rivers (over 4,000 miles) and on public lands.
- F. Fire Management includes activities for developing fire techniques such as prescribed burning as a tool for resource management and for developing methods such as the Initial Attack Management System to improve fire suppression response to minimize loss of resources from wildfires and reduce costs.
4. Planning and Data Management includes land use planning and automated data management.
- A. Planning provides for the development of resource management plans to provide a basis for decisions on energy and mineral production, rangeland management, lands and realty actions, timber production, and wilderness studies, as well as to resolve conflicts involving wildlife habitat, recreation, cultural resources, and other natural resources.
 - B. Data Management supports Bureau programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data required for all aspects of the Bureau's programs, including both administration and natural resource management. This program provides essential ADP support to the implementation of the Bureau's automated land and mineral record system and the geographic information system.
5. Cadastral Survey provides for the identification of land boundaries and legal property descriptions to facilitate both BLM's land management programs and the needs of other Federal land-managing agencies.
- A. Alaska surveys are performed on lands selected by the State for transfer under the Alaska Statehood Act, for Native townsites, Native allotments, entitlements under the Alaska Native Claims Settlement Act, and other special purposes.

- B. Other States surveys identify land boundaries that are prerequisite to resource management activities and decisions. This primarily involves resurveys to reestablish boundaries and obliterated boundary markers. Emphasis will be placed on highest priority surveys needed in support of energy and minerals development programs, forestry operations, and realty program efforts.
6. Firefighting and Rehabilitation includes suppressing wildfires and protecting public lands and their natural resources and other values from loss or depletion due to wildfires. Since firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other disasters, they vary from year to year. Funding to cover total firefighting and rehabilitation expenditures is obtained through transfers or supplemental appropriations.
7. Technical Services includes resource protection and maintenance and engineering services.
- A. Resource Protection provides for the enforcement of laws and regulations governing the protection of public lands through primarily cooperative agreements with State, local, and Federal law enforcement agencies, but also with the Bureau law enforcement personnel.
- B. Maintenance and Engineering Services provides essential maintenance and engineering services to other Bureau programs. Maintenance includes activities for the care, upkeep, and protection of the investment in BLM buildings, roads, trails, and recreation sites. Engineering services include survey and design, contract administration, transportation system management, facility evaluation, and sign-making operations.
8. General Administration includes the Bureau's executive and managerial direction, the equal employment opportunity program, and administrative services such as financial management, personnel management, budget development, procurement, property management, records and directives, program evaluation, congressional liaison, and public information. Bureauwide fixed costs such as office space leasing, postage, communications, unemployment and injured workers compensation, and other Bureauwide service costs are funded under general administration.

Appropriation Language Sheet

Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$398,566,000] \$375,685,000.

(16 U.S.C. 594; 30 U.S.C. 181 et seq., 351-359;
43 U.S.C. 2, 31(a), 52, 315, 1181 a, b, d-f, 1701, 1901;
78 Stat. 986; Department of the Interior and Related
Agencies Appropriations Act, 1986, as included in
Public Law 99-190.)

Appropriation Language Citations

Appropriation: Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$398,566,000] \$375,685,000.

16 U.S.C. 594
30 U.S.C. 181 et seq.
30 U.S.C. 351-359
43 U.S.C. 2
43 U.S.C. 31(a)
43 U.S.C. 52
43 U.S.C. 315
43 U.S.C. 1181 a,b, d-f
43 U.S.C. 1701 et seq.
78 Stat. 986
P.L. 99-190

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the public lands owned by the United States.

30 U.S.C. 181 et seq., the Mineral Leasing Act of 1920, as amended, provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves.

30 U.S.C. 351-359, the Mineral Leasing Act for Acquired Lands, provide for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the public lands of the United States, or in anywise respecting such public lands, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 31(a) provides for the classification of the public lands and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the public lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315, the Taylor Grazing Act of 1934, as amended, provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the public lands, and to improve the public rangelands.

43 U.S.C. 1181 a, b, d-f provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C 1901 et seq., the Public Rangelands Improvement Act of 1978, provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

78 Stat. 986 provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

P.L. 99-190, the Department of the Interior and Related Agencies Appropriations Act, 1986, provides funding for BLM programs.

Summary of Requirements

(Dollar amounts in thousands)			
<u>Appropriation: Management of Lands and Resources</u>	<u>FTE-T</u>	<u>Amount</u>	<u>Amount</u>
<u>Appropriation currently available, 1986</u>			
P.L. 99-177 Budget Authority Cancellation	8,520		396,175
Adjusted Appropriation, 1986			<u>-17,036</u>
Adjusted Appropriation, 1986	8,520		379,139
<u>Adjustments to Base:</u>			
Adjustment for 1986 impact of P.L. 99-177		+17,036	
Anticipated savings from management initiatives	-46	-2,648	
Transfer:			
From Renewable Resources Management, Fire Management ...	---	-500	
To Fish and Wildlife Service, Bureau of Indian Affairs, National Park Service			
Other increases and/or decreases:			
Employees Compensation Fund (BEC)	---	+302	
Rental payments to GSA	---	-937	
Net, other increases and/or decreases			<u>-635</u>
Total, Adjustments to Base	<u>-46</u>		<u>-13,253</u>
<u>1987 Base Budget</u>	8,474		392,392
Program Changes (Changes to Base budget, detailed below) ...	<u>-188</u>		<u>-16,707</u>
<u>Total Requirements (1987 Estimate)</u>	8,286		375,685

SUMMARY OF REQUIREMENTS

Comparison by activities/ subactivities	1985 Actual Enacted to Date			1986			PL 99-177 Adjusted			1986			Inc (+)/Dec (-)			Inc (+)/Dec (-)			Inc (+)/Dec (-)		
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount			
Energy & Minerals Mgmt.																					
Fluid Energy Minerals.....	1206	46031	1271	47303		-2034	45269	1271	47104	1243	48994	-28	1691	3725	-28	1890					
Solid Energy Minerals.....	322	28134	355	21436		-922	20514	355	21376	280	13695	-75	-7741	-6819	-75	-7681					
Non-Energy Minerals.....	355	14709	366	15164		-652	14512	366	15108	361	14883	-5	-281	371	-5	-225					
Subtotal	1883	80874	1992	83903		-3608	80295	1992	83588	1884	77572	-108	-6331	-2723	-108	-6016					
Lands and Realty Management																					
Realty Operations.....	970	37800	1005	37973		-1633	36340	1005	37822	985	35222	-20	-2751	-1118	-20	-2600					
Withdrawal Processing & Review.....	100	4034	93	3744		-161	3583	93	3732	93	3732	0	-12	149	0	0					
Subtotal	1070	41834	1098	41717		-1794	39923	1098	41554	1078	38954	-20	-2763	-969	-20	-2600					
Renewable Resources Management																					
Forest Management.....	152	7755	150	7728		-332	7396	150	7710	127	5106	-23	-2622	-2290	-23	-2604					
Range Management.....	946	40008	905	47600		-2047	45553	905	47465	905	46060	0	-1540	507	0	-1405					
Soil, Water, and Air Management.....	308	16459	290	16391		-705	15686	290	16299	278	14469	-12	-1922	-1217	-12	-1830					
Wildlife Habitat Management.....	328	15833	320	16054		-690	15364	320	15961	300	13801	-20	-2253	-1563	-20	-2160					
Recreation Management.....	429	18448	465	21397		-920	20477	465	21314	450	19530	-15	-1867	-947	-15	-1784					
Fire Management.....	136	7590	140	8824		-380	8444	140	8248	145	8847	5	23	403	5	599					
Subtotal	2299	113893	2270	117994		-5074	112920	2270	116997	2205	107813	-65	-10181	-5107	-65	-9184					
Planning and Data Management																					
Planning.....	215	9124	215	9453		-406	9047	215	9410	217	9525	2	72	478	2	115					
Data Management.....	218	13613	220	13695		-589	13106	220	13658	235	14888	15	1193	1782	15	1230					
Subtotal	433	22737	435	23148		-995	22153	435	23068	452	24413	17	1265	2260	17	1345					
Cadastral Survey																					
Alaska.....	141	13780	140	15083		-649	14434	140	15059	131	11069	-9	-4014	-3365	-9	-3990					
Other States.....	284	10896	290	11673		-502	11171	290	11622	290	11622	0	-51	451	0	0					
Subtotal	425	24676	430	26756		-1151	25605	430	26681	421	22691	-9	-4065	-2914	-9	-3990					
Firefighting and Rehabilitation																					
Firefighting & Presuppression.....	966	70010	848	3492		-150	3342	848	3492	848	3492	0	0	150	0	0					
Rehabilitation.....	25	4091	20	584		-25	559	20	584	20	584	0	0	25	0	0					
Subtotal	991	74101	868	4076		-175	3901	868	4076	868	4076	0	0	175	0	0					
Technical Services																					
Resource Protection.....	33	2351	33	3320		-143	3177	33	3320	33	3320	0	0	143	0	0					
Maint. & Eng. Services.....	203	11851	199	12160		-523	11637	199	12145	196	11745	-3	-415	108	-3	-400					
Subtotal	236	14202	232	15480		-666	14814	232	15465	229	15065	-3	-415	251	-3	-400					
General Administration.....	1207	83136	1195	83101		-3573	79528	1149	80963	1149	85101	-46	2000	5573	0	4138					
TOTAL REQUIREMENTS	8544	455453	8520	396175		-17036	379139	8474	392392	8286	375685	-234	-20490	-3454	-188	-16707					

Justification of Base Adjustments

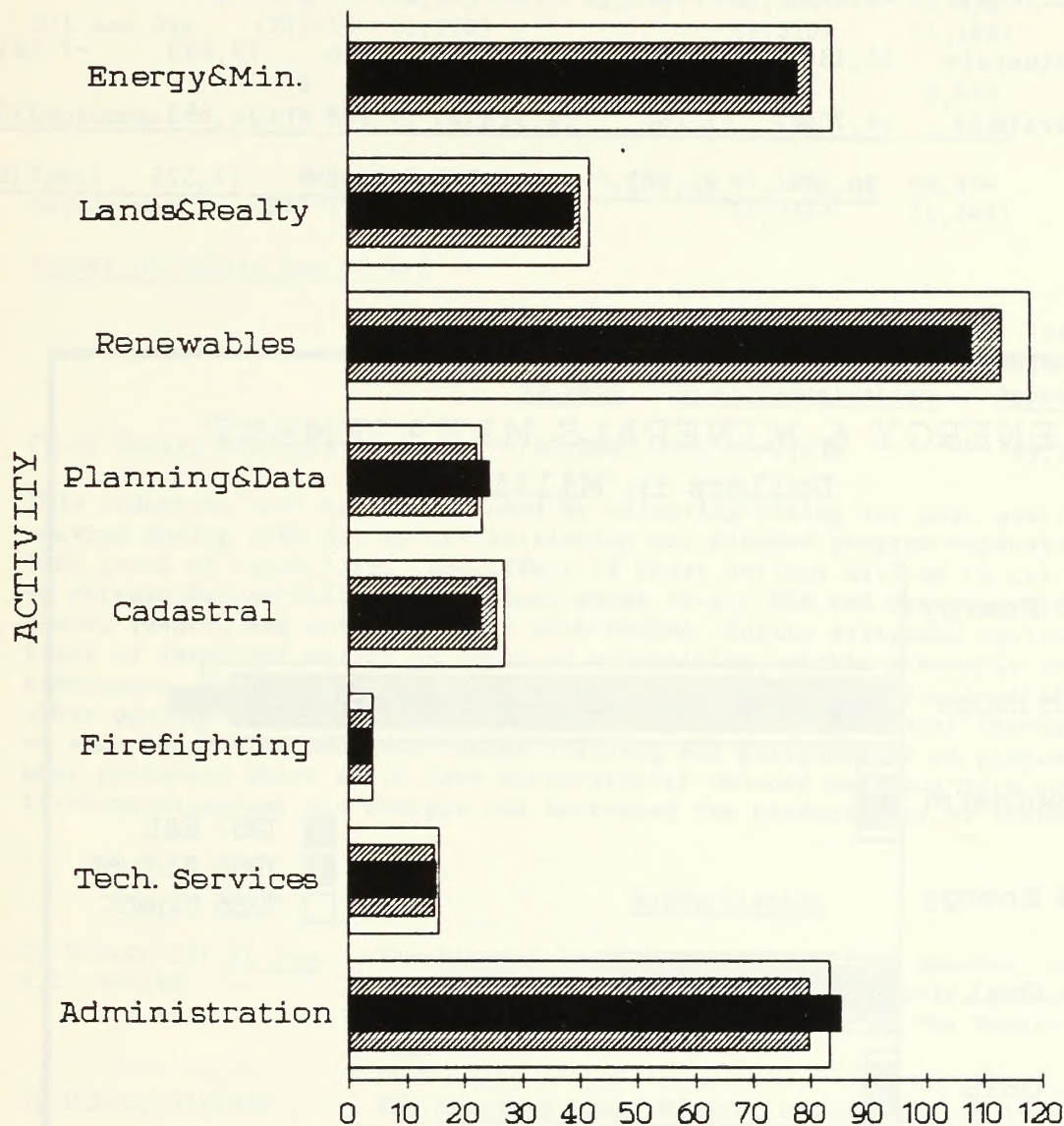
Management of Lands and Resources

	<u>FTE</u>	<u>Amount</u> <u>(\$000)</u>
<u>Adjustment for FY 1986 P.L. 99-177 B.A. Cancellations ...</u>	---	+17,036
The Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177) requires a 4.3 percent reduction in non-exempt programs FY 1986. Since the 4.3 percent reduction applies to FY 1986 only, this adjustment is made to allow a more comparable basis for showing program changes from FY 1986 to FY 1987.		
<u>Anticipated savings from management initiatives</u>	-46	-2,648
Savings result from a planned reduction of 46 positions and the reduction in grade average achieved by refilling vacant positions at a lower grade.		
<u>Employees Compensation Fund</u>	---	+2
The increase in the repayment to the Employees Compensation Fund is the result of higher costs for compensation to injured employees. These charges will be reimbursed to the Department of Labor, Employees Compensation Fund, with FY 1986 funds pursuant to Public Law 94-273.		
<u>Unemployment compensation payments</u>	---	+300
The increase in payment to the Federal Employment Compensation Account (FECA) is the result of higher costs for unemployment compensation payments. These charges will be reimbursed to the Department of Labor, Federal Employment Compensation Fund, in 1985, pursuant to Public Law 96-499.		
<u>Rental payments to GSA</u>	---	-937
This adjustment reflects reduced space rental payments to GSA resulting from reappraisal by GSA of rental rates on all their leased space, as required under the new "Rent" system, which replaces the Standard Level User Charge (SLUC) rate structure in FY 1987.		
<u>Fire Management</u>	---	-500
This adjustment reflects the policy decision to seek reimbursement of base funding from sister Bureau's for fire protection in Alaska.		

MANAGEMENT OF LANDS AND RESOURCES

Dollars in Millions

■ 1987 Est
 ▨ 1986 Adjust.
 □ 1986 Enact

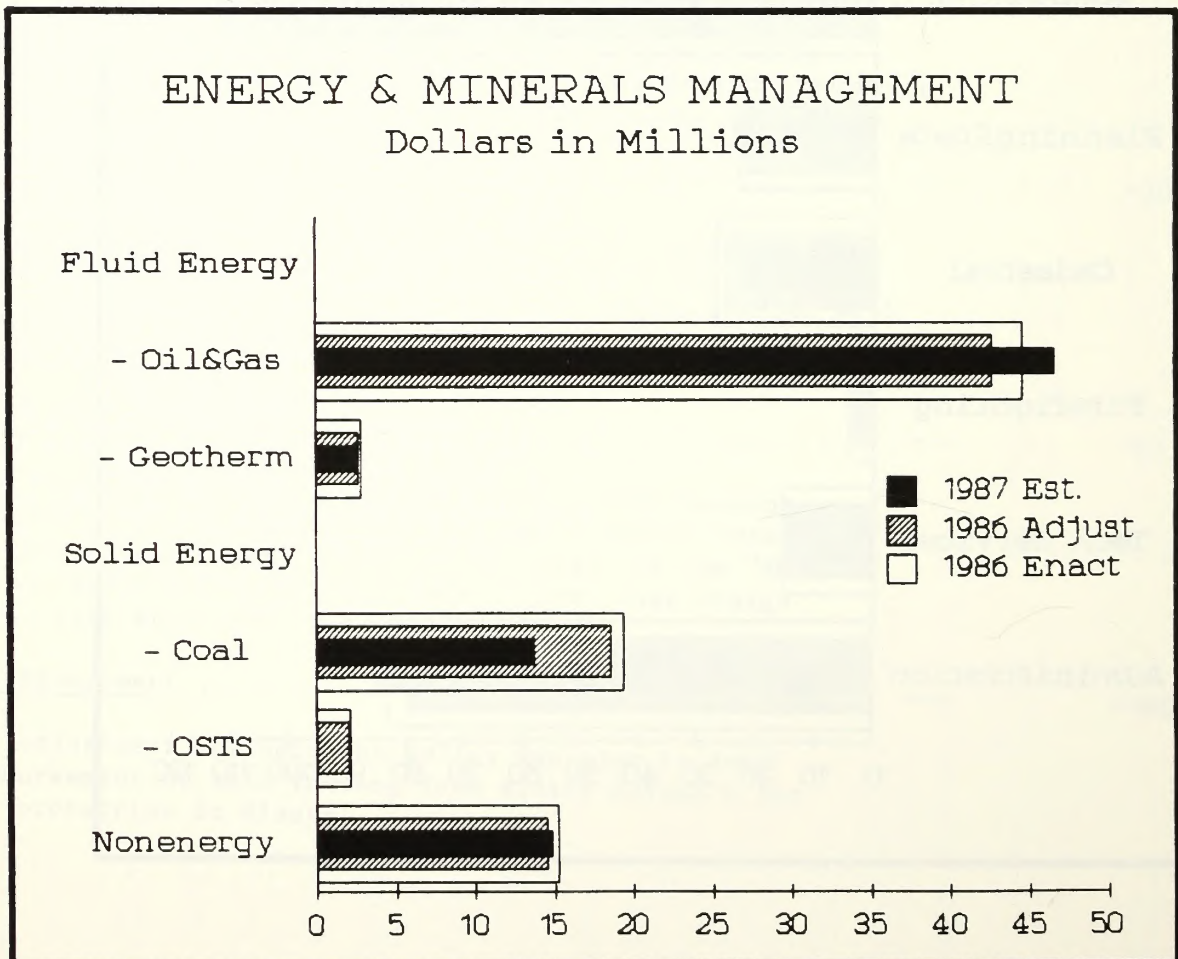


Activity Summary

Activity: Energy and Minerals Management

(Dollars in thousands)

<u>Subactivity</u>	<u>1985 Actual</u>	<u>1986 Approp. Enacted</u>	<u>1986 Adjusted Approp.</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Fluid Energy Minerals	46,031	47,303	45,269	47,104	48,994	+1,890
Solid Energy Minerals	20,134	21,436	20,514	21,376	13,695	-7,681
Nonenergy Minerals	14,709	15,164	14,512	15,108	14,883	-225
Total	80,874	83,903	80,295	83,588	77,572	-6,016



Justification of Program and Performance

Activity: Energy and Minerals Management

Subactivity: Fluid Energy Minerals

(Dollar amounts in thousands)

<u>Program Elements</u>		1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from Base
Oil and Gas	\$ (FTE-T)	44,545 (1,210)	42,630	44,349 (1,210)	46,519 (1,188)	+2,170 (-22)
Geothermal	\$ (FTE-T)	2,758 (61)	2,639	2,755 (61)	2,475 (55)	-280 (-6)
Total Requirements	\$ (FTE-T)	47,303 (1,271)	45,269	47,104 (1,271)	48,994 (1,243)	+1,890 (-28)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Fluid Energy Minerals	47,303	-2,034	45,269

This reduction will be accomplished by deferring hiring for most positions vacated during 1986 and by not initiating any planned program expansion over the 1985 level of capability. The effect of these actions will be to curtail effort in certain Bureau-initiated workload areas (e.g., KGS and drainage determinations, inspections not associated with FOGRMA, Indian diligence reviews, inspections of abandoned wells) in favor of maintaining, within presently established timeframes, the response to public demand work, such as approval of APD's and other operator proposals. Additional savings will be generated through deferral of some inspection and enforcement training and postponement of planned equipment purchases which would have substantially reduced our long-term computer and telecommunications use charges and increased the productivity of inspectors.

Authorization

30 U.S.C. 181 et seq. P.L. 66-146 The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.

30 U.S.C. 351-359 The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.

30 U.S.C. 1701 P.L. 97-451	The <u>Federal Oil and Gas Royalty Management Act of 1982</u> is a comprehensive law dealing with royalty management on Federal and Indian leases and includes, in addition to its revenue accountability requirements, provisions pertaining to: onshore field operations; inspections; cooperation with the States and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law.
30 U.S.C. 1001 P.L. 91-581	The <u>Geothermal Steam Act of 1970</u> authorizes the Secretary to issue leases for the development of geothermal resources.
25 U.S.C. 2101-2107 P.L. 97-382	The <u>Indian Mineral Development Act of 1982</u> permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which require the Secretary to provide technical advice during negotiation and development, approval and oversight thereafter.
42 U.S.C. 4321, 4331-4335, 4341-4347	The <u>National Environmental Policy Act of 1969</u> requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.
43 U.S.C. 1711 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> provides for the preparation and maintenance of inventories of public land resource values (section 201(a)).
43 U.S.C. 31(a)	The <u>Act of March 3, 1879</u> , as amended, provides for the inventory and classification of minerals on Federal lands.
60 Stat. 1099	Section 402 of <u>Reorganization Plan No. 3 of 1946</u> transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
25 U.S.C. 396	The <u>Act of March 3, 1909</u> , as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
25 U.S.C. 396(a)	The <u>Act of May 11, 1938</u> provides for equivalent actions in leasing unallotted (tribal) Indian lands.

OIL AND GAS

Objectives

The major objectives of the oil and gas program are to:

- o Classify Federal lands on the basis of their oil and gas potential and evaluate specific tracts being considered for leasing or proposed for transfer;
- o Conduct an expanded competitive leasing program as a result of an accelerated known geological structure (KGS) determination program;
- o Make land available for oil and gas development by issuing noncompetitive leases through the over-the-counter (OTC) and simultaneous (SOG) filing methods and by processing notices of intent (NOI's) to conduct geophysical exploration, applications for permits to drill (APD's) and associated rights-of-way actions within 30 days of receipt;
- o Complete processing of noncompetitive OTC offers to lease on BLM lands within four months of receipt (i.e., allow no backlog to develop);
- o Process lease assignments within 90 days of receipt;
- o Process promptly the advance rentals submitted as part of the SOG application requirements;
- o Continue to participate in the Bureau effort to automate Federal land status and fluid minerals case records to enhance BLM's land management capabilities and to provide faster and more reliable service and information to the public;
- o Work with other surface management agencies to ensure the timely processing of oil and gas lease applications awaiting action;
- o Approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the mineral resource and necessary protection of the environment and other resources;
- o Review and act on proposals related to oil and gas operations such as unitization, communization and gas storage agreements;
- o Conduct, on the basis of established priorities, on-site inspections of drilling, production, and surface protection operations to ensure environmental protection, safe and workmanlike operations, conservation of the resource, and receipt of proper revenues due to Federal and State governments, Indian tribes and allottees;
- o Perform Natural Gas Policy Act (NGPA) category determinations for Federal and Indian leases to establish the differentiation required by NGPA regulations;
- o Conduct drainage protection reviews and analyses on Federal and Indian lands (which may involve requiring operators to drill protective wells and/or to pay compensatory royalty);

- o Monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion;
- o Conduct economic and policy analyses related to oil and gas leasing and lease administration; and
- o Provide economic and resource value determinations for non-lease ventures in response to specific tribal or individual Indian allottee requests.

Base program

Base funding for the oil and gas program is \$44,349,000 and 1,210 FTE. Certain aspects of the leasing portion of this program are presently under review by the Secretary and the Congress. However, at this time, the budget assumes that no major change will take place; and the descriptions herein represent the current program.

The onshore oil and gas program is one of the major mineral leasing programs in the Department. Currently there are about 117,000 existing leases on Federal lands covering about 126 million acres, of which about 17,000 leases are in producing status. The program is also responsible for over 14,000 existing leases on Indian lands (about 4,000 producing) as well as advising Indian tribes and allottees on leasing matters. Revenues generated by Federal oil and gas leases are expected to exceed \$1 billion in 1987.

The proven oil reserves in the United States amount to 35 billion barrels. Based on production, onshore Federal and Indian lands account for an estimated 5 percent of these proven reserves. Total remaining recoverable gas reserves in the United States are estimated at 208 trillion cubic feet. Based on production, an estimated 6.6 percent of these proven reserves are on onshore Federal and Indian lands. The rate of growth in the number of new Federal and Indian wells in production has been between 3 and 5 percent per year for the past 25 years. The number of active leases and acres under lease has grown by about 40 percent over the past 5 years. Even during the 1982-83 nationwide drilling slump, drilling applications on Federal lands declined by less than half the national rate and are now increasing. As the number of producing wells increases, there is a corresponding increase in BLM's field work associated with post-lease activities.

Leasing Systems and Pre-Lease Workload - Oil and gas leasing is done under both competitive and noncompetitive procedures. Competitive leasing takes place for those lands designated as known geological structures (KGS's) in the Continental United States and as favorable petroleum geological provinces (FPGP's) in Alaska and in the National Petroleum Reserve - Alaska (NPR-A). Noncompetitive leases are initially issued to the first qualified applicant for lands that have not been previously leased and that are not in either a KGS or FPGP. These are referred to as over-the-counter (OTC) leases. For lands that have been previously leased and are still not in a KGS or FPGP, new noncompetitive leases, referred to as simultaneous oil and gas (SOG) leases, are issued after a simultaneous filing period. All SOG drawings are conducted by BLM's Wyoming State Office using a computerized, random selection drawing system. Lands which are offered but receive no SOG applications are then available for OTC leasing. This accounts for the increase in OTC leases expected in 1987. Receipts from SOG filing fees are estimated to be \$30 million in 1986 and 1987. Filing fees are collected by BLM and deposited directly into the General Fund of the Treasury.

Due to the high levels of leasing in the 1980-1983 period, the leasing workload has shifted away from a large volume of OTC leases toward greater emphasis on SOG and competitive leasing. The increase in competitive leasing will have only marginal impact on lease totals because some potential SOG parcels will contain some KGS lands, but the remainder of the parcel will be offered through the SOG process. Because of the larger acreage involved in many of the SOG leases, the acreage leased will not decrease significantly.

In 1980, a regulatory change was made which increased the maximum size of the area covered by a noncompetitive lease from 2,560 acres to 10,240 acres; consequently, the average size of the area for noncompetitive leases increased from 1,100 acres in 1980 to about 1,600 acres in 1985. In 1983, nearly 12,000 leases were issued covering 20 million acres; and the backlog of OTC applications for leases on BLM land was eliminated. In 1985, nearly 8,400 noncompetitive leases were issued covering 13.4 million acres. Competitive leases can encompass up to 640 acres in the Continental United States, up to 2,500 acres in non-North Slope Alaska, and up to 60,000 acres in the NPR-A.

Pre-lease activities include issuing permits for geophysical exploration, conducting reservoir management to identify KGS's, making recommendations on the resource value of onshore oil and gas lands to be offered for competitive leasing, exchange, or conveyance; determining adequacy of bids submitted in competitive sales; adjudicating lease offers which may not comply with leasing regulations; and issuing leases. NEPA compliance is an integral part of the pre-lease workload. Although the intensity of NEPA compliance is under judicial review, this budget assumes that there will be no change in NEPA procedures affecting the oil and gas program during 1986 or 1987.

The oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. All receipts from leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States in which the leased lands are located. In 1984, MMS became the agency responsible for collecting, accounting for, and distributing all onshore mineral receipts (except first-year rentals and filing fees which continue to be collected by BLM). The lease operation, approval and inspection functions performed by BLM on all producing Federal and Indian leases are an important element in ensuring that proper royalty payments are made. A part of this function involves the validation of actual lease production payments.

The oil and gas leasing program is dependent on timely and accurate KGS determinations. Prior to issuance of each noncompetitive lease, BLM must determine that the lands covered under the lease application are not within a KGS. Review and update of past classification actions must incorporate successful well completions whether or not they occur on Federal land.

On October 12, 1983, the issuance of leases through the SOG system was suspended. The decision to suspend leasing was prompted by a discovery that lands which should have been designated within a KGS were included in an SOG lease offering. As part of an overall program to improve reservoir management of Federal oil and gas resources, the Bureau has taken corrective actions to ensure that no noncompetitive leases issued are within KGS's. If the existence or absence of a KGS within the boundaries of the parcel is uncertain, the parcel will not be offered at all until a final determination is made. The Bureau has increased its use of geologic information and analysis and provided additional employee training to ensure improved reservoir management.

Post-Lease Work - After a lease is issued, certain post-lease functions are required in order that the lessee may utilize the rights conveyed by the lease. Leases issued result in lease assignments, unit agreements, APD's, and other operator proposals. Successful exploration increases post-lease workload by requiring review of additional development plans, performance of periodic inspections, enforcement actions when inspections reveal failure to comply with all applicable requirements, and reservoir management activity to identify potential and actual drainage of Federal or Indian oil and gas. Each year, the post-lease workload associated with both producing and nonproducing leases grows. While leasing is a discretionary action, post-lease actions are, by and large, mandatory workloads to ensure compliance with the lease terms, to protect the other resources present, and to permit the lessee to utilize the rights contained in the lease.

Indian Lands - The Base program also funds the completion of certain actions on Indian lands. The BLM role prior to lease sale on Indian lands is advisory. While BLM may make recommendations concerning economic and resource evaluation matters, pre-sale activities are carried out almost exclusively by BIA and the Indian tribes. When requested, BLM provides recommendations as to high bid acceptability. BLM's role on Indian lands increases after a lease is issued and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full tribal authority for approval of development and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning lost oil and gas royalties) are normally accepted, but tribes retain the right to make their own decisions. Diligent development reviews of all producing but not fully developed Indian leases are conducted by BLM. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled on a periodic basis until the lease has been fully developed. Inspection and enforcement work is conducted by BLM on Indian land leases except where cooperative agreements with tribes are in place.

Inspection and Enforcement (I&E) - The Federal Oil and Gas Royalty Management Act (FOGRMA) of 1982, requires the Secretary to "enforce effectively and uniformly existing regulations under the mineral leasing laws providing for inspection of production activities on lease sites on Federal and Indian Lands." FOGRMA directs the Secretary to establish: (1) a comprehensive inspection system, (2) procedures to ensure inspection at least annually of each lease site producing or expected to produce significant quantities of oil or gas, or which has a history of noncompliance with laws or regulations, and (3) adequate training programs for inspectors. In addition, the Secretary has adopted the following recommendations of the Commission on Fiscal Accountability of the Nation's Energy Resources: (1) develop and implement an inspection and enforcement strategy to ensure lessee compliance, (2) increase the number of inspectors to ensure site security and production verification, (3) provide fair but firm enforcement when violations are found, (4) impose civil penalties for violations, and (5) monitor inspection and enforcement activities. The Bureau has implemented an inspection and enforcement program which responds to and implements these directives and continues to provide leadership in this area.

In response to the Act, an oil and gas inspection and enforcement strategy has been designed to make the most efficient use of available Federal personnel and funding. This strategy involves establishing priorities and eliminating redundancies through the use of statistical sampling methods and cooperative agreements with States, Indian tribes, and other surface-managing agencies. The criteria to be used in establishing priorities include the following: potential

for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection, e.g., pre-drilling inspection needed for approval of an APD. Inspections will also be scheduled in response to specific requests from MMS's royalty management staff. The workload in inspections of producing leases increases each year by the 3 to 5 percent annual growth in the number of leases in production.

In addition to production inspections mandated by FOGDRA, the Bureau will conduct approximately 20,000 drilling, abandonment and other inspections in 1987 required by regulations under the mineral leasing acts. These inspections are necessary to ensure that lessees are in compliance with regulations, orders, lease terms and approved plans. For example, drilling inspections ensure that: (1) blow-out prevention equipment is properly in place, (2) H₂S contingency plans and other safety requirements are observed, (3) fresh water aquifers are protected by proper plugging and cementing, and (4) mineral resources such as coal and potash are protected.

Bureau inspectors also witness the abandonment of operations; actions which can occur at any time of the day or night including weekends. Bureau presence is often necessary to ensure proper plugging and cementing of wells. Bond release activities such as proper reclamation and environmental protection also require a Bureau presence.

Drainage Reviews - A potential drainage situation exists when a producing well is withdrawing oil and/or gas from beneath adjacent Federal or Indian lands (leased or unleased) whenever that well is located on: (1) State or privately owned lands, (2) Federal or Indian lands where the revenues from the well are distributed differently from those of the adjacent Federal or Indian acreage, or (3) Federal or Indian lands which are subject to a lower royalty rate than that of adjacent Federal or Indian lands.

Every Federal and Indian lease incorporates the requirement that the lessee drill all wells necessary to protect the leased lands from drainage or, with the consent of the Secretary, to compensate the lessor in full each month for the estimated loss of royalty through drainage in the amount determined by the Secretary. Where the drained acreage is unleased, the Secretary, when allowed by law or regulation, may offer the lands for competitive lease or may seek a compensatory agreement with the owner of the offending well. Thus, if the unleased lands are Federal and are not within a KGS, a KGS must be established or an existing KGS expanded to include the acreage in question.

To determine whether potential drainage exists, the Bureau must screen approximately 50,000 well completions in the U.S. each year to determine whether potential drainage situations have been created. It is estimated that some 6,000 cases will be identified as potential drainage situations each year and, ultimately, that about 250 of these may result in a determination of actual drainage. If the potential exists, the Bureau must notify the Federal/Indian lessee and request a plan for protecting the lease (e.g., by drilling a well) or information detailing the engineering, geological, and economic rationale to support the contention that drainage is not occurring or that an economic well could not be drilled. Upon review of the plans, the Bureau may decide to conduct an engineering analysis of the potentially offending well to determine whether drainage is actually occurring.

The base program also includes funding to improve program analysis across the entire spectrum of BLM energy resources management. Economic, policy, and resource assessment analyses of complex issues are performed including the determination of the energy resource base existing on public lands, modification of procedures for identifying the resources available for development, analysis of the systems under which resources are or should be offered for lease or sale, and evaluation of the conditions under which development occurs.

Increase from 1987 Base

(dollars in thousands)

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$	44,349	46,519	+2,170
(FTE-T)	(1,210)	(1,188)	(-22)

A total increase of \$2,170,000 and a decrease of 22 FTE are requested for 1987. The change is composed of the following:

Lease Adjustments (+\$300,000 and +5 FTE)

An additional \$300,000 and 5 FTE are needed for processing oil and gas lease assignments. Beginning in 1981, the number of requests for approval of assignments increased by approximately 67 percent. This sudden and sustained increase in workload resulted in a backlog of assignment applications that BLM has not been able to eliminate.

Before BLM can grant approval for a permit to drill for oil and gas, the record of title must be clear and any assignment of operating rights approved as required by law. The large backlog of assignments awaiting approval (currently approximately 25,000) stifles the transfer of leases into the hands of those most likely to develop them and may delay drilling and production of oil and gas.

BLM's Wyoming State Office has a particularly large backlog of assignments (approximately 13,000) as a result of high oil and gas development activity. The proposed increase would be principally directed to Wyoming.

Indian Diligence Reviews (+\$800,000 and +15 FTE)

The review of all producing but not fully developed Indian leases requires increased funding in 1987, principally in New Mexico, but also in Utah and Montana. These reviews are not the same as the inspections conducted for the purpose of ensuring compliance with operational requirements pursuant to FOGDMA. Diligent development reviews of Indian leases require a full, detailed analysis of the exploration and development which has occurred to date, the identification of undeveloped spacing units, and an analysis of the operator's plans for the future year to determine whether prudent diligent development will result. In some instances, the operator may be required to drill a well or wells to satisfy this standard. The work is highly technical, and petroleum engineer/geologist skills are required.

During 1985 BLM conducted a survey to determine the appropriate approach to these reviews. The results indicate that each such review requires an average of 35 hours to complete, which may be understated for any case requiring the

Bureau to compel additional drilling. Based on 35 hours per review, current staffing would permit the Bureau to review 900 of the approximately 2,800 Indian leases in this category on an annual basis. With the requested increase, the Bureau could perform approximately 1,800 such reviews each year. Thus, we would be able to complete these development reviews on about a 2 to 3-year cycle in New Mexico and on an annual or biennial basis elsewhere.

Inspection and Enforcement (+\$1,070,000 and -42 FTE)

The requested funding for inspection and enforcement will permit the completion of all of the high priority inspections required by the Federal Oil and Gas Royalty Management Act (FOGRMA) of 1982. Previously, funding and personnel constraints limited our capability for inspections to about 90 percent of the high priority leases annually. In addition, the requested funding will permit the Bureau to improve the automated Onshore Oil and Gas Lease Inventory and Inspection System (MS-1) which will substantially increase the productivity of the Bureau's inspectors. The result of these actions will be the completion of an additional 3,000 high priority inspections at the 1987 Estimate level.

Also, with this increase the Bureau will begin implementation of the authority provided in section 205 of FOGRMA to delegate to State governments inspection authority for oil and gas leases on Federal and Indian lands. Such delegations would be accomplished by written agreements between the States and the BLM. It is anticipated that the Bureau would provide funding to the States for the cost of conducting an inspection program on Federal leases and would provide technical support and training to the delegated States. California, Utah and Wyoming may be States to which this authority will be delegated in 1987. The currently authorized BLM inspector force in these 3 States is 55 FTE. BLM anticipates reducing the inspector force in these States by 42 FTE under the proposed delegation agreements, retaining 13 FTE to perform oversight functions in addition to their other regular inspection workload. The combined efforts of the BLM and State inspector workforce would accomplish 100 percent of the FOGRMA required high priority inspections in these States.

Oil and Gas Workload Accomplishments

The planned workload accomplishments at the Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc.(+) Dec.(-) from Base</u>
Inventory (000's acres)	1,480	1,480	1,480	1,480	---
Plan amendments (# completed)	7	12	11	11	---
EIS's (# completed)	10	7	6	6	---
Pre-lease notices/permits (# processed)	3,400	3,400	3,350	3,350	---
Over-the-counter leases (# applications processed)	7,300	8,360	8,660	8,660	---
Classifications (# actions)	1,200	1,300	1,400	1,400	---
SOG leases (# parcels posted)	13,000	15,000	16,600	16,600	---
(# leases issued)	7,800	9,000	9,600	9,600	---
Competitive leasing (# tracts offered)	1,500	1,700	2,000	2,000	---
Lease adjustments (# processed)	42,000	50,000	50,000	56,000	+6,000
Lease operations (# APD's processed)	4,000	4,300	4,300	4,600	+300
Unitization and communization (# actions processed)	3,000	3,000	2,500	2,500	---
Drainage reviews (# reviews completed)	3,700	4,000	4,000	4,000	---
Inspection and enforcement (# of inspections)	25,000	28,000	28,000	31,000	+3,000

Distribution of change by object class

The object class detail for the proposed increase of \$2,170,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	-22	-\$ 600,000
Personnel benefits		-96,000
Travel and transportation of persons		-40,000
Transportation of things		-30,000
Printing and reproduction		+20,000
Other services		+2,816,000
Supplies and materials		+50,000
Equipment		+50,000
Total		+\$2,170,000

GEOHERMAL

Objectives

The major objectives of the geothermal program are to:

- o Evaluate geothermal resources of tracts to be offered for competitive leasing, review known geothermal resource area (KGRA) classifications, and offer unleased KGRA lands at competitive lease sales;
- o Respond to exploration, development and production proposals in accordance with timeframes contained in the December 1981 BLM/GS/FS interagency agreement for the geothermal program and the June 1984 BLM/FS interagency agreement for mineral leasing;
- o Process noncompetitive lease applications for BLM-administered lands within 90 days of receipt and make lands in relinquished leases available for new applications within 90 days of relinquishment;
- o Conduct production verifications and inspections of geothermal operations on Federal lands; and
- o Approve and supervise industry operations on Federal geothermal leases.

Base program

Base funding for the geothermal program is \$2,755,000 and 61 FTE.

Federal lands contain about 60 percent of the known or prospective geothermal resource areas of the United States. Given favorable market conditions, the estimated annual electrical generation potential from Federal geothermal resources is 2,500 megawatts by the year 2000, or the equivalent of about 100,000 barrels of oil per day. In addition, direct thermal use applications (crop drying, gasohol production, etc.) could replace the equivalent of 10,000 more barrels of oil per day by the year 2000. As of April 1985, over 1,300 Federal geothermal leases were in effect covering over 2.2 million acres. These numbers could be expected to increase if statutory limits on acreage holdings are increased.

Geothermal leasing is done under both competitive and noncompetitive procedures. Lands designated as KGRA's are leased competitively. Noncompetitive leases are issued to the first qualified applicant for lands available for leasing and not designated as a KGRA.

Under the old law, a geothermal lessee was limited to holding a maximum of 20,480 acres per State. This limitation was universally criticized as a constraint on the rate of geothermal resource exploration and development and as a deterrent to industry participation in the Federal leasing program. Effective December 26, 1985, the Secretary is exercising the authority to allow a single lessee to hold up to 51,200 acres in a State.

The Bureau also has the responsibility of approving and supervising operations on Federal geothermal leases. This responsibility includes review and approval of all proposed geothermal exploration, development, production, and utilization plans and inspections of all operations to ensure compliance with all conservation and environmental standards.

During 1984 and 1985, program emphasis was on the authorization of post-lease exploration and development proposals, holding KGRA sales, processing new lease applications, and making previously leased lands available for re-leasing.

Workload requirements have shifted from pre-lease, inventory and GEM assessments to post-lease work related to issuing utilization licenses and assignments. Also, a decrease in the number of leases issued is expected in 1987.

Decrease from 1987 Base

(dollars in thousands)

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$	2,755	2,475	-280
(FTE-T)	(61)	(55)	(-6)

The decrease of \$280,000 and 6 FTE is made possible because the costs associated with NEPA compliance will continue to decline due to (1) elimination of the backlog of lease applications on BLM lands and (2) completion of NEPA work during 1985 and 1986 on Forest Service lands where BLM assistance was requested. Following the 1985 and 1986 geothermal resource data collection for the areas in Klamath County, Oregon, demand for inventory is also expected to decrease.

The geothermal program has matured, and the inspection level is expected to remain stable. Geothermal lease adjustments will be given priority when operating and exploration activities depend on the adjustments. Because of reduced program activity, the Bureau can meet its anticipated program responsibilities at the proposed lower funding level.

The anticipated workload for the geothermal program is as follows:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	Inc. (+) or Dec. (-)
Inventory (000's acres)	100	130	100	10	-90
Environmental statements (#)	---	1	1	---	-1
Pre-lease notices/permits (#)	240	240	200	200	---
Noncompetitive lease applications (# processed)	550	540	540	400	-140
Classifications (# of actions)	---	4	4	4	---
Competitive leases (# offered)	120	130	130	100	-30
Lease adjustments (# processed)	375	325	300	300	---
Lease operations (# well applns. processed)	200	200	200	200	---
Unitization and communization licenses (# processed)	20	19	19	10	-9
Inspection and enforcement (# inspections)	800	700	700	700	---

Distribution of change by object class

The object class detail for the proposed decrease of \$280,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	6	\$165,000
Personnel benefits		30,000
Travel and transportation of persons		25,000
Transportation of things		20,000
Communications, utilities and miscellaneous charges		10,000
Other services		20,000
Supplies and materials		<u>10,000</u>
Total		\$280,000

Justification of Program and Performance

Activity: Energy and Minerals Management
 Subactivity: Solid Energy Minerals

(Dollar amounts in thousands)

<u>Program Elements</u>		<u>1986 Enacted To Date</u>	<u>1986 Adjusted Approp.</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Coal	\$ (FTE-T)	19,338 (320)	18,506	19,278 (320)	13,695 (280)	-5,583 (-40)
Oil Shale and Tar Sands	\$ (FTE-T)	2,098 (35)	2,008	2,098 (35)	--- (---)	-2,098 (-35)
Total Requirements	\$ (FTE-T)	21,436 (355)	20,514	21,376 (355)	13,695 (280)	-7,681 (-75)

Impact of Public Law 99-177

	<u>1986 Enacted To Date</u>	<u>PL 99-177 B.A. Cancellation</u>	<u>1986 Adjusted Approp.</u>
Solid Energy Minerals	21,436	-922	20,514

Because of the suspension of regional coal leasing activities over the past 2 years during the Department's coal leasing program review, no additional tracts have been delineated since 1984. As a result, the need for coal drilling to fill data gaps on tracts nominated for lease sale is extremely small in 1986 and will be reduced significantly from the level originally planned for 1986. Also, the workload associated with processing of coal preference right lease applications (PRLA's) is less than planned 1986 levels due to the declining interest exhibited by most applicants in pursuing the processing of their lease applications. These two factors, plus the reduction in industry interest in oil shale and tar sands leasing, create reduced requirements which can be used to accommodate the P.L. 99-177 budget reduction.

Authorization

30 U.S.C. 181 et seq. The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.
 P.L. 94-579

42 U.S.C. 4321, 4331-4335, 4341-4347 The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.

43 U.S.C. 1711 The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance of an inventory of public land resource values (Section 201(a)).
 P.L. 94-579

P.L. 94-377	The <u>Federal Coal Leasing Amendments Act of 1976</u> requires competitive leasing of coal on public lands.
30 U.S.C. 351-359	The <u>Acquired Lands Mineral Leasing Act of 1947</u> provides for leasing of all minerals on acquired lands.
43 U.S.C. 31(a)	The Act of March 3, 1879, as amended, provides for the inventory and classification of minerals on Federal lands.
60 Stat. 1099	Section 402 of <u>Reorganization Plan No. 3 of 1946</u> transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
25 U.S.C. 396	The <u>Act of March 3, 1909</u> , as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
25 U.S.C. 396(a)	The <u>Act of May 11, 1938</u> , provides for equivalent actions in leasing unallotted (tribal) Indian lands.
25 U.S.C. 2101-2107 P.L. 97-382	The <u>Indian Mineral Development Act of 1982</u> permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.

COAL

Objectives

The objectives of the coal program are to:

- o Maintain an orderly process to provide for the leasing of Federal coal in designated Federal coal production regions, including:
 - Continuation of the regional coal team (RCT) process for setting long-range coal leasing schedules, for reviewing the adequacy of data for decisionmaking, for reviewing land-use planning data, and for guiding regional activity planning, particularly the preparation of regional coal environmental impact statements (EIS's), in designated Federal coal production regions.
 - Meeting short-term coal needs by expeditiously processing emergency coal lease applications for production maintenance and preventing the bypass of Federal coal.
 - Ensuring program responsiveness to market conditions by using market analyses in the coal activity planning process.

- o Continue processing outstanding coal preference right lease applications (PRLA's) upon the request of applicants except where processing is prohibited by law.
- o Process lease applications for coal outside of designated activity planning regions.
- o Ensure adequacy of Federal coal and other resources data for coal land-use and activity planning, for coal lease applications, and for determining possible lease stipulations.
- o Ensure timely gathering of resource information from private industry drilling by expeditiously processing coal exploration licenses.
- o Conduct Federal coal drilling when necessary to "fill-in" areas having information gaps from previous private industry and government drilling.
- o Process all coal lease readjustments, royalty reductions and logical mining unit (LMU) applications on a timely basis.
- o Conduct inspection and enforcement and production verification on Federal and Indian lands in accordance with applicable statutes, regulations, policies, and guidelines.
- o Review, approve, and inspect industry operations related to coal exploration, development and production on Federal and Indian lands.
- o Monitor leases for achievement of diligent development and continued operation and ensure a nationally consistent approach to all legal and regulatory responsibilities.
- o Provide technical assistance to Indian tribes and BIA on coal program matters.

Base program

Base funding for the coal program is \$19,278,000 and 320 FTE-T.

BLM manages about 33 percent of all coal in the United States and indirectly affects the use of at least an additional 10 percent. As of September 30, 1985, there were 618 Federal coal leases covering 918,861 acres of Federal lands and private lands with Federal subsurface ownership with an estimated 17.6 billion tons of recoverable reserves. There were 127 producing Federal leases in 1985. Production from those leases (162.2 million tons) amounted to 19 percent of total United States production. Coal production from Federal lands has increased from 12 million tons in 1970 to the 1985 level. Federal royalties collected by the Department, with production verified by BLM, totalled \$104.6 million in 1985.

The Bureau's Federal coal management activities fall into two broad categories. These are: (A) Coal Leasing, which involves reaching decisions to offer Federal coal for lease sale; and (B) Coal Operations, which includes all actions taken after the issuance of a license or lease. The leasing program is a discretionary program with specific regulatory requirements necessary before the holding of a sale or issuance of a lease. The coal operations program is designed to meet the statutory and regulatory requirements related to active

and inactive licenses and leases. A shift in the emphasis of the Federal coal management program from coal leasing to coal operations has occurred, in part, because of the gradual maturing of coal leases and some increase in the number of producing leases, but primarily due to the 10-year anniversary of the Federal Coal Leasing Amendments Act (FCLAA) of 1976 and associated requirements such as diligence and lease readjustment.

BLM expects to devote a larger percent of its Base program funding to coal operations in 1987. This continues a shift toward operations and away from leasing which began in 1985. The Bureau, in the Federal Oil and Gas Royalty Management Act (FOGRMA) section 303 report, committed itself to an expanded role in inspection, enforcement and production verification.

A. Coal Leasing

In response to the 1984 reports by the Commission on Fair Market Value Policy for Federal Coal Leasing (Linowes Commission) and by the Office of Technology Assessment (OTA), the Department studied numerous program revisions in 1984 and 1985. One primary revision was to delegate to the regional coal teams (RCT's) the responsibility for reviewing leasing levels, land use plans and activity plans, and the development of long-range coal planning schedules. Activity planning in the coal production regions will take place with identified demand for additional regional leasing consistent with the long-range planning schedules. RCT leasing recommendations will be based on input determined by current market analyses conducted by BLM.

Activities such as leasing by application for both emergency leasing and leasing outside coal production regions, processing PRLA's, and evaluating existing land use and activity plans are conducted using revised appraisal procedures and sale techniques where appropriate. Other continuing activities include the issuance of coal exploration licenses and lease modifications.

The Department encourages private industry to perform drilling to gather additional resource information. Federally-conducted coal drilling is intended to complement data gathered by private industry drilling to "fill-in" locations having information gaps. The program emphasis is on improving data adequacy for future land use and activity planning, meeting National Environmental Policy Act (NEPA) mandates, and enhancing market analysis procedures. All accumulated data are used to evaluate coal quality, quantity, and other subsurface resource information. Since no new regional leasing tracts have been delineated since 1984 and needed Federal coal drilling on these tracts was conducted in 1985 and 1986, no Federal coal drilling is planned for 1987. However, drilling could be resumed when additional needs are identified.

In 1985, the Department prepared a supplement to the 1979 Federal Coal Management Program EIS. The supplement was prepared because the conditions that formed the basis of the 1979 analysis have changed and because numerous changes had been made or proposed in the program since 1979. Following completion of the EIS supplement, the Secretary decided to retain the existing program, as revised, and to adopt most of the program revisions proposed in response to the Commission on Fair Market Value Policy for Federal Coal Leasing and the Office of Technology Assessment. The 1987 Base program will continue the new coal leasing procedures adopted for 1986. Because basic coal information is required to arrive at leasing decisions, portions of the base program will be directed toward improving data for coal land use and activity planning.

In 1986, the Department revised its policies and procedures for processing coal PRLA's to improve the quality of EIS's prepared for PRLA's and provide for public review of and comments on the kinds and costs of mitigation measures for anticipated environmental impacts associated with mining on the PRLA areas. This cost information is used to help determine whether applicants have discovered coal in commercial quantities and, thus, are entitled to preference right leases. Where not prohibited by legal restrictions, the BLM resumed the processing of PRLA's in 1986 using the revised policies and procedures. The processing of PRLA's in 1987 will concentrate on those applications held by applicants who request expedited resolution, so that action can be taken on those applications with the most immediate prospects of development if leases are issued.

B. Coal Operations

The coal operations program includes all activities which occur after the issuance of a license or lease.

BLM is responsible for administering the mineral leasing laws with respect to coal development and production, resource recovery, and protection on Federal coal leases and licenses. The Office of Surface Mining (OSM) and the counterpart State agencies are responsible for administering the Surface Mining Control and Reclamation Act (SMCRA) of 1977 and its associated reclamation requirements. BLM is also responsible for coal operations on Indian tribal and allotted lands. Where intermingled Federal, Indian and private coal ownerships are in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3480, which contains the provisions related to coal exploration and development.

The FCLAA mandated a major Federal coal operations program. The regulations published in 1979 and 1982 clarified the Bureau's responsibilities with respect to coal operations. In 1987 there will be a significant increase in the number of Federal coal leases subject to certain FCLAA provisions (43 CFR 3480) because the Act provided that leases issued prior to August 1976 had an additional 10 years before readjustment. This includes all workload elements associated with field verification of compliance with applicable laws, regulations, terms and conditions of approved leases, licenses and permits, and plans for exploration, mining, reclamation, resource recovery and protection, and abandonment.

During 1985 and 1986, 93 Federal coal leases will be readjusted to require compliance with the FCLAA. This will bring the total number of leases subject to FCLAA to 381 in 1987. An additional 69 leases will be readjusted to comply with the FCLAA during 1987. Since readjustments occur on the 20-year anniversary dates of these leases, the operations workload will continue to increase in order to ensure statutory and regulatory compliance, even if few new leases are issued.

FEDERAL LEASE OPERATIONS WORKLOADS

<u>Year</u>	<u>Leases Issued</u>	<u>Leases Readjusted or Modified</u>	<u>Leases Subject to FCLAA</u>
1976-81	46	53	99
1982	41	44	184
1983	21	37	242
1984	5	41	288
1985	N/A	43	331
1986	N/A	50	381
1987	N/A	69	450

Operations activities on nonproducing leases fall into two general categories based on the status of the lease relative to FCLAA. Pre-FCLAA leases are not subject to the diligence requirements of FCLAA until readjustment or modification. For these leases, the operations workload centers around an annual on-the-ground inspection of each level to determine if any unauthorized activities (drilling, exploration, or production) are occurring. Authorized activities which fall short of actual production (e.g., exploration, baseline environmental work, etc.) and which occur in compliance with the approved plans are inspected more frequently.

The second category of nonproducing leases are those which have been issued, readjusted, or modified since the enactment of FCLAA. These require a significant additional work effort. Recoverable reserves must be determined based on analysis of data supplied by the operator/lessee so that the commercial quantities amount (1 percent of recoverable reserves, by regulation) can be established for diligence purposes. Leases may be consolidated in LMU's, and such LMU formations are anticipated to continue in 1986 and 1987. The FCLAA also requires the submittal of a resource recovery and protection plan (R2P2) within 3 years of lease issuance or readjustment after August 4, 1976. Because of these requirements, nonproducing leases generate a workload as large as producing leases.

Prior to the commencement of mining operations, the operators/lessees may conduct additional exploration in order to clearly define the coal resource and to determine the mining methods and sequence to be used. This is authorized through the approval of an exploration permit. Prior to final mine plan approval, coordination occurs with MMS for royalty collection and with OSM for reclamation requirements. Coordination between BLM and the operators/lessees ensures that the final mining plan properly reflects the requirements of the Mineral Leasing Act (MLA) as amended by FCLAA, the operating regulations, and the lease terms and conditions, and that maximum economic recovery will be obtained pursuant to the approved plan of operations.

Inspection and enforcement activities provide for the verification of production to ensure that all revenues from producing Federal and Indian coal mines are accurately reported and that production is proceeding in accordance with the approved R2P2. The Bureau will continue to investigate instances of alleged coal trespass as a function of its coal lease inspection and enforcement responsibilities.

All producing and nonproducing leases are continually monitored with the lease data and statistics processed through the Solid Leasable Mineral System (SLMS) to ensure compliance with regulations and lease-term requirements and timely readjustments of the lease terms.

Decrease from 1987 Base

(dollars in thousands)

	<u>FY 1987</u> <u>Base</u>	<u>FY 1987</u> <u>Estimate</u>	<u>Difference</u>
\$	19,278	13,695	-5,583
(FTE-T)	(320)	(280)	(-40)

A decrease of \$5,583,000 and 40 FTE is proposed for 1987. The program can be reduced as a result of decreases in the number of regional activity plans and EIS's to be completed and in the number of PRLA's to be processed. Decreases are also expected in demand for emergency leasing, exploration licenses/permits, and classification evaluations. Regional coal activity plans and EIS's that were suspended when the coal program review began will be completed by 1987, and new rounds of regional coal activity planning are not expected to begin before 1988. Regional lease sales occurring in 1987 and 1988 would be based on the completed activity plans and EIS's, which should meet the projected demand for regional coal leasing during this period. PRLA processing in 1987 will concentrate on those applications for which processing is requested by the applicant. The 1987 Estimate reflects BLM's intention to devote a greater portion of its efforts to coal operations activities without affecting Federal coal leasing, and is adequate to support any changes implemented as a result of the Secretary's review of the program.

The estimated workload for the coal program is as follows:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc.(+) or Dec.(-)</u>
Inventory (000's acres)	330	330	330	130	-200
Plan amendments (# completed)	1	2	2	1	-1
EIS's	---	2	2	1	-1
Activity plans (# completed)	---	2	2	1	-1
Exploration licenses/permits (# processed)	234	285	285	250	-35
Noncompetitive leases (# PRLA's processed)	16	67	67	13	-54
Classifications and economic evaluations (# of actions)	140	160	160	140	-20
Competitive sales and leasing (# of sales)	2	21	21	8	-13
Lease adjustments (#)	376	636	636	636	---
Lease operations (# of plans processed)	2,400	2,917	2,917	3,000	+83
Inspection and enforcement (# of inspections)	2,400	5,096	5,096	5,096	---

Distribution of change by object class

The object class detail for the proposed decrease of \$5,583,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	40	\$1,100,000
Personnel benefits		175,000
Travel and transportation of persons		100,000
Transportation of things		120,000
Printing and reproduction		60,000
Other services		3,948,000
Supplies and materials		50,000
Equipment		30,000
Total		\$5,583,000

OIL SHALE AND TAR SANDS

Objectives

Due to a declining industry interest in the development of existing oil shale and tar sands leases and a total lack of demand for new lease offerings, the oil shale and tar sands program will be terminated in 1987. The program objectives for 1986 and the 1987 Base funding levels are as follows:

- o Complete the processing and lease issuance for conversion of existing oil and gas leases in special tar sands areas to combined hydrocarbon leases and complete associated environmental analyses and EIS's;
- o Ensure compliance with tar sands lease stipulations;
- o Review oil shale minimum royalty production credits;
- o Extend planning analysis to evaluate oil shale and tar sands resource values for cases involving disposal and exchange of lands; and
- o Review, approve and inspect industry operations related to development and production on Federal lands.

Base program

The 1987 Base for the oil shale/tar sands program is \$2,098,000 and 35 FTE.

Public lands in Colorado, Utah, and Wyoming contain the equivalent of about 2 trillion barrels of oil within the oil shale and tar sands reserves. These lands contain 80 percent of the Nation's oil shale and tar sands reserves with estimated recoverable reserves of 600 billion barrels of oil from oil shale, and 2-3 billion barrels of oil from tar sands.

BLM is responsible for supervising development operations on oil shale and tar sands leases. These responsibilities include engineering, environmental, and economic studies of operations on the existing oil shale leases and combined hydrocarbon leases, as required by the lease terms, and inspection of all operations on leased lands to ensure compliance with resource conservation and environmental standards.

Oil Shale

Section 20 of the Mineral Leasing Act of 1920, as amended, authorizes the Secretary of the Interior to lease Federal oil shale. This same authority served as the statutory basis for initiation and implementation of the current prototype oil shale program.

Of the four original prototype oil shale leases, the two tracts in Utah were relinquished by the lessee in December 1985. There are currently two prototype oil shale leases in effect in Colorado; however, the status of these two leases is expected to be reviewed by the lessee during 1986. The major workload elements in the prototype oil shale program include: compliance and inspection work on existing leases, processing modifications to operating plans, and coordination with State and local agencies.

Tar Sands

Major workload elements in the tar sands program include completing the last conversion applications for oil and gas leases and mining claims and required associated NEPA work. Also, classification and resource evaluation is required for determining the resource values of tracts to be offered for exchange or conveyance. This is accomplished by developing geologic, engineering, and economic information from data submitted by the lessees, acquired through field examination, or obtained from the Geological Survey or other Federal agencies.

Another element of the tar sands program is lease administration which includes bonding determinations, cancellations, terminations and relinquishments.

Decrease from 1987 Base

(dollars in thousands)

	<u>FY 1987</u> <u>Base</u>	<u>FY 1987</u> <u>Estimate</u>	<u>Difference</u>
\$	2,098	---	-2,098
(FTE-T)	(35)	(---)	(-35)

Industry interest in the development of Federal oil shale and tar sands resources has declined in recognition of the ongoing technical difficulties associated with extracting oil from shale and also as a result of the current market conditions involving a surplus of oil. The Department has determined that the level of industry interest in these resources is no longer adequate to support the objectives of this program, and proposes to terminate the oil shale and tar sands program in 1987. This action will result in a savings of \$2,098,000 and 35 FTE from the Base level.

The workload in the oil shale and tar sands program is estimated as follows:

<u>Workload Measure</u>	<u>FY 1985</u> <u>Actual</u>	<u>FY 1986</u> <u>Estimate</u>	<u>FY 1987</u> <u>Base</u>	<u>FY 1987</u> <u>Estimate</u>	<u>Inc.(+)</u> <u>or</u> <u>Dec. (-)</u>
Inventory (000's of acres)	396	385	385	---	-385
Plan amendments (#)	2	---	---	---	---
Environmental statements (# completed)	9	10	10	---	-10
Activity plans (#)	2	---	---	---	---
Exploration licenses/ permits (# processed)	11	33	33	---	-33
Classifications and economic evaluations (# of actions)	---	---	---	---	---
Sales and leasing (# sales)	---	2	2	---	-2
Lease adjustments (#)	---	---	---	---	---
Lease operations (# of plans processed)	29	31	31	---	-31
Inspections and enforcement (# of inspections)	254	108	108	---	-108

Distribution of change by object class

The object class detail for the proposed \$2,098,000 and 35 FTE decrease is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	35	\$1,300,000
Personnel benefits		170,000
Travel and transportation of persons		40,000
Transportation of things		20,000
Rental payments to others		25,000
Communications, utilities, and miscellaneous charges		35,000
Printing and reproduction		60,000
Other services		328,000
Supplies and materials		70,000
Equipment		50,000
Total		\$2,098,000

Justification of Program and Performance

Activity: Energy and Minerals Management
 Subactivity: Nonenergy Minerals

(Dollar amounts in thousands)

Program Elements		1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
Mineral Materials	\$	2,184	2,090	2,184	2,184	---
Sales	(FTE-T)	(54)		(54)	(54)	(---)
Mining Law	\$	8,151	7,801	8,110	8,210	+100
Administration	(FTE-T)	(215)		(215)	(217)	(+2)
Mineral Leasing	\$	4,208	4,027	4,193	3,868	-325
(Nonenergy)	(FTE-T)	(85)		(85)	(78)	(-7)
Uranium Operations	\$	621	594	621	621	---
	(FTE-T)	(12)		(12)	(12)	---
Total Requirements	\$	15,164	14,512	15,108	14,883	-225
	(FTE-T)	(366)		(366)	(361)	(-5)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Nonenergy Minerals	15,164	-652	14,512

The effect of this reduction will be to curtail or forego most discretionary and Bureau-option aspects of the programs and concentrate all remaining resources on meeting statutory requirements. Priority workload such as mineral patent application processing, mining claim recordation, annual filings processing, surface management and compliance will receive priority attention. Inventory workload and validity examinations other than for mineral patent will be foregone. Delays will be experienced in processing mineral materials applications which are handled on a public demand basis. Planned procurement, travel, training and equipment expenditures will be reduced to minimum levels, and hiring to fill vacant positions will be deferred.

Authorization

43 U.S.C. 1732, 1744 P.L. 94-579	Federal Land Policy and Management Act of 1976, section 302(b), authorizes the Secretary, by regulation, to prevent unnecessary or undue degradation of the public lands; and Section 314 provides for the recordation of mining claims and receipt of evidence of annual assessment work.
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60 Stat. 1099	Section 402 of <u>Reorganization Plan No. 3 of 1946</u> transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
30 U.S.C. 181 <u>et seq.</u> P.L. 66-146	The <u>Mineral Leasing Act of 1920</u> , as amended, provides for leasing of coal, oil, oil shale, natural gas, phosphate, sodium, potassium and gilsonite on the public domain.
30 U.S.C. 601 <u>et seq.</u>	The <u>Material Sales Act of 1947</u> , as amended, provides for disposal of common variety materials for commercial or industrial uses and free use for governmental entities.
43 U.S.C. 31(a)	The <u>Act of March 3, 1879</u> , as amended, provides for the classification of the public lands and examination of the mineral resources and products of the national domain.
30 U.S.C. 351-359	The <u>Acquired Lands Mineral Leasing Act of 1947</u> provides for leasing of all minerals on acquired lands.
30 U.S.C. 1701 P.L. 97-451	The <u>Federal Oil and Gas Royalty Management Act of 1982</u> is a comprehensive law dealing with royalty management on OCS leases as well as onshore Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and nonenergy leasable minerals.
30 U.S.C. 22 <u>et seq.</u>	The <u>Mining Law of 1872</u> , as amended, provides for the location and patenting of mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead and the like) on public lands in specified States, mostly in the West.

MINERAL MATERIALS SALES

Objectives

The objectives of the program are to:

- o Meet public demand for mineral materials found on the public lands to be used for private, State and local government needs by issuing approximately 2,700 sales contracts and free use permits;
- o Recover fair market value for mineral materials sold;

- o Ensure minimum site disturbance, full environmental protection, and effective reclamation of materials sale sites; and
- o Prevent unauthorized use and take action when trespass occurs.

FY 1987 program

The 1987 Estimate for the mineral materials sales program is \$2,184,000 and 54 FTE.

The public lands provide an important source of mineral materials such as building stone, sand, gravel, and common barrow which are used in construction work and for energy and other industrial development. BLM sells mineral materials both competitively and noncompetitively. The revenue from sales exceeds the funding level for the program as a whole. In addition, mineral materials are provided at no charge to qualified governmental entities for use in highway and other public projects. Community pits and common use areas are established to provide a convenient source of mineral materials to meet local needs, to minimize administrative work in processing sales, and to restrict surface disturbance and use to designated areas.

Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the disposal contracts. Bureau personnel perform site checks to ensure compliance with these stipulations, to verify collection of appropriate payments for materials used, and to prevent or take action on any unauthorized removal of mineral materials.

The disposal of mineral materials is discretionary; however, it is Bureau policy to meet the public demand for these materials. If mineral materials were not made available from the public lands, there would be a significant impact on community, industrial, and energy and mineral development in many areas of the Western States.

The planned workload accomplishments of the mineral materials sales program are as follows:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Estimate</u>	<u>Inc(+) or Dec(-)</u>
Inventory (000's acres)	450	200	200	---
Nonexclusive use site designations (# completed)	86	77	69	-8
Materials sales/permits (# processed)	2,975	2,696	2,426	-270
Trespass (# cases completed)	56	50	45	-5

MINING LAW ADMINISTRATION

Objectives

The major objectives of the program are to:

- o Administer the Mining Law of 1872 by reviewing and processing mineral patent applications;
- o Implement the Surface Management Regulations for public lands (43 CFR 3802/3809) by processing plans of operation and notices of intent for development of critical and strategic minerals and other locatable minerals;
- o Record unpatented mining claims and annual assessment filings as required by section 314 of FLPMA;
- o Ensure compliance under 43 CFR 3802 and 3809 by monitoring operations, especially those operations using hazardous or toxic chemicals and those operations located in designated wilderness or wilderness study areas;
- o Ensure consideration of critical and strategic minerals in land use planning and the resulting decisions by performing mineral resource assessments; and
- o Support the National Strategic Materials and Minerals Program Advisory Committee.

Base program

The Base funding level for mining law administration is \$8,110,000 and 215 FTE.

Under this program, BLM administers the provisions of the Mining Law of 1872, as amended, and the pertinent provisions of FLPMA relating to surface management and mining claim recordation. The Bureau determines the validity of unpatented mining claims; issues mineral patents; prepares mineral potential reports for withdrawals, land exchanges, sales and other land disposal actions; administers surface management regulations; and records mining claims and annual assessment filings. This program also includes geologic and mineral resource assessments for multiple use management. These program components are described in more detail below.

- o Mining Claim Recordation - Under section 314 of FLPMA, the Bureau has recorded a total of 2 million mining claims and mill sites and processes about 1 million filings each year.
- o Surface Management on Unpatented Mining Claims - Under sections 302(b) and 603 of FLPMA, BLM administers surface management regulations (43 CFR 3802, 3809) designed to prevent unnecessary disturbance to the public lands resulting from operations conducted under the mining laws. For all mining operations other than "casual use," regulations require that either a "plan of operation" or a "notice," depending on the size of the area of disturbance (over or under five acres) be filed with BLM. In designated sensitive areas, including wilderness study areas, a plan of operation is required for all surface-disturbing operations, regardless of size, to ensure proper site reclamation and to prevent impairment of wilderness values. BLM has 30 days to review a plan of operation and 15 days to review a notice. Notices do not require BLM's approval. Field examinations, resource assessments and environmental analyses may be required prior to the approval of plans.

- o Compliance - Each plan of operation authorized under 43 CFR 3802/3809 requires periodic followup on the ground to ensure that the operation is in conformance with the reclamation plan, environmental permits (clean air, clean water, waste disposal, etc.) and other stipulations to the approved plan. Operations proceeding under a notice filed under 43 CFR 3809 require periodic followup to ensure that unnecessary or undue degradation is not occurring and that reclamation is being performed. Compliance action is required by sections 302(b) and 603(c) of FLPMA.
- o Validity Determinations - When conditions warrant, the Bureau conducts a mineral examination to determine whether an unpatented mining claim meets all legal requirements for a valid discovery under the Mining Law of 1872.
- o Processing Patent Applications - When a mining claimant believes he has developed a valuable mineral deposit, he may apply for patent to the claim. Processing this application involves: (1) Adjudication to ensure that the patent application is complete and legally filed, and (2) Field mineral examination by qualified personnel to ensure that on-the-ground evidence supports the application and provides information needed to either issue a patent or initiate contest proceedings to determine the mining claim's validity. In some instances, the processing of mining claim patent applications and mining claim validity determinations can become complex and costly proceedings involving both extensive legal interpretations and technical information concerning economics, mining techniques and mineral resource values. Such proceedings can take several years to complete.

The 1987 Base reflects a shift in program emphasis from workload associated with non-patent related validity determinations to work involving the recordation of mining claims, processing of annual assessments and review of plans and notices.

Increase from 1987 Base

(dollars in thousands)

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$	8,110	8,210	+100
(FTE-T)	(215)	(217)	(+2)

The increase of \$100,000 and 2 FTE is requested to achieve an adequate level of compliance inspections of the mining operations on public lands. Compliance checks ensuring conformance with approved plans of operation and notices are being increased to approach the Bureau's goal of one compliance check per mining operation per year.

The planned workload accomplishments at the 1987 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+)/ Dec. (-) from Base</u>
Inventory (000's acres)	195	---	---	---	---
Mineral patent applications (# processed)	184	160	160	160	---
Validity examinations (cases completed)	170	90	50	50	---
Surface management (# plans/notices reviewed)	2,505	2,500	2,600	2,600	---
New mining claims recorded (# per year)	95,624	100,000	150,000	150,000	---
Annual filings (# processed)	798,906	900,000	1,000,000	1,150,000	+150,000
Compliance (# plans/ notices monitored)	2,407	2,400	2,400	3,100	+700

Distribution of change by object class

The object class detail for the proposed \$100,000 and 2 FTE increase is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	2	\$ 55,000
Personnel benefits		9,000
Travel and transportation of persons		5,000
Transportation of things		5,000
Printing and reproduction		3,000
Other services		20,000
Supplies and materials		<u>3,000</u>
Total		\$100,000

MINERAL LEASING

Objectives

The objectives of the nonenergy mineral leasing program are to:

- o Implement the 43 CFR 3500 regulations by processing prospecting permits and lease applications including the preparation of geologic reports, mineral economic evaluations, and environmental assessments for phosphate, potassium, sodium, and other minerals in order to respond to industry's demand for these commodities;
- o Minimize environmental disturbance and protect surface resources by performing inspection/compliance checks to verify conformance with lease stipulations;

- o Ensure judicious use of public resources by performing nonenergy mineral classifications, preparing classification maps, and providing mineral resource assessment data (to support land-use planning) and mineral reports for land disposal and leasing-related actions; and
- o Conduct inspection and enforcement actions, including production verification checks, to ensure that the government receives proper payment for production from Federal and Indian lands.

Base program

The 1987 Base for the nonenergy mineral leasing program is \$4,193,000 and 85 FTE. Under this program, minerals such as sodium, phosphate, and potassium found on public and Indian lands, and lead, zinc and other strategic minerals found on acquired and Indian lands are managed.

The Mineral Leasing Act of 1920 removed sodium, sulfur, phosphate and potassium from location under the Mining Law of 1872 and provided a leasing system for their development. The Mineral Leasing Act for Acquired Lands of 1947 authorized the leasing of these same minerals on acquired lands. The mineral leasing acts provide that (1) the Federal Government will obtain rental and royalty fees, (2) known mineral resource areas will be offered competitively, and (3) holders of prospecting permits who have explored for and made a discovery of a "valuable deposit" have a preference right to a lease. The Reorganization Plan No. 3 of 1946 authorized the leasing of hardrock minerals such as lead and zinc on certain acquired lands.

BLM is responsible for performing minerals resource assessments, classification, leasing, and post-leasing management on public lands, National Forest lands and those other Federally-acquired lands where the Federal Government owns part or all of the mineral estate and the lands are open to leasing. BLM is also responsible for supervision of minerals operations on leased Indian lands, pursuant to various Indian leasing laws.

BLM must also (1) inventory and classify land for retention of mineral rights by the government in land disposal actions; (2) provide surface management agencies with data concerning nonenergy leasable minerals for land use planning; (3) review, approve, and inspect industry operations related to exploration, development and production; and (4) conduct production checks.

Post-lease management consists of actions taken and decisions made for the regulation of exploratory and extraction operations undertaken by industry after leases or permits are issued. Regulatory functions are performed in accordance with the Department's objectives of orderly and timely development, protection of the environment, and receipt of proper royalties from minerals produced.

Public lands are an important source of several nonenergy minerals as shown in the following table:

Percent of National
Production from
Federal and Indian Lands

<u>Mineral</u>	<u>(Public and Acquired)</u>
Sodium (Soda ash)	37%
Phosphate	10%
Potassium (Potash)	84%
Lead	58%
Zinc	24%

- o Sodium is used in the manufacture of glass and industrial scrubbers. Public lands are the principal source of natural soda ash.
- o Phosphate is primarily used in the manufacture of fertilizers and animal feed supplements.
- o Potassium (potash) is used in the production of fertilizers.
- o Lead is one of the most useful industrial metals. Its major uses are in automobile batteries, building and construction materials, and small arms ammunition.
- o Zinc is used in castings, as a major alloying ingredient in brass, as a protective coating for steel, and as a chemical compound in rubber and paints.

Decrease from 1987 Base

	(dollars in thousands)		
	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$	4,193	3,868	-325
FTE-T	(85)	(78)	(-7)

The decrease of \$325,000 and 7 FTE is possible because of reduced workload in the number of leases to be issued, lease adjustment actions, prospecting permit approvals, and a 7-million acre reduction in the number of acres inventoried. There has been a decline in industry demand for nonenergy mineral resources. This reduction in industry demand is reflected in the decreased funding level and declining units of accomplishment for the program in 1987.

The estimated workload for the nonenergy minerals program is as follows:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Inventory (000's acres)	13,402	7,209	7,209	91	-7,118
Plan amendments (# completed)	12	3	9	9	---
Environmental impact statements (# completed)	5	5	5	5	---
Pre-lease notices/ prospecting permits (# processed)	824	824	824	805	-19
Noncompetitive leasing (# processed)	104	200	200	140	-60
Classification and economic evaluation (# of actions)	254	244	200	200	---
Lease adjustments (# of adjustments)	97	84	84	69	-15
Lease operations (# plans processed)	212	212	213	213	0
Inspection and enforcement (# of inspections)	1,752	1,794	1,794	1,973	+179

Distribution of change by object class

The object class detail for the proposed \$325,000 and 7 FTE decrease is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	7	\$190,000
Personnel benefits		30,000
Travel and transportation of persons		25,000
Transportation of things		10,000
Printing and reproduction		5,000
Other services		40,000
Supplies and materials		20,000
Equipment		<u>5,000</u>
Total		\$325,000

URANIUM OPERATIONS

Objectives

The major objectives of this program are to:

- o Ensure compliance with NEPA and implement the 43 CFR 3500 regulations by performing management and supervisory activities for uranium lease operations on Federal acquired and Indian lands including the review of mining and exploration plans, the inspection of mining operations and the completion of environmental assessments for operations on Indian lands; and

- o Ensure the availability of uranium while protecting environmental values.

FY 1987 program

The 1987 Estimate for the uranium operations program is \$621,000 and 12 FTE. The 1987 program will emphasize reclamation responsibilities for abandoned uranium mines on Indian lands including the Jackpile Mine in New Mexico and the Dawn and Sherwood mines in Washington. Inspection and enforcement activities will be increased to accommodate the magnitude and severity of abandoned mine sites.

Uranium is principally used in commercial applications in the generation of electric power, in the manufacturing of airplane counterweights, in uranium oxides for the chemical industry, in defense related applications, and increasingly in radioisotope applications for areas ranging from medicine to space. Public lands provide 5 percent of the Nation's production. In most cases, uranium on Federal lands is a locatable mineral subject to the Mining Law of 1872; however, uranium is leasable on Federal acquired lands and on Indian lands. BLM's program activity involves lease and permit application processing as well as supervision and inspection of leasable uranium operations and supervision of mine decommissioning and reclamation.

The development of uranium resources on Indian lands, especially in the Southwest and Northwest, has increased public and tribal awareness of (1) the effects of development on local and regional water supplies, (2) the nature of reclamation and revegetation practices, (3) spoil and mining waste management, (4) resource recovery practices, and (5) overall environmental problems. The lease supervision program addresses these concerns, evaluates their effects, and applies controls to mitigate any adverse impacts. Work efforts associated with analyses for NEPA compliance and operational inspections are expected to continue at 1986 levels. All workload measures are associated with uranium operations on Indian lands.

The estimated workload for the uranium operations program is as follows:

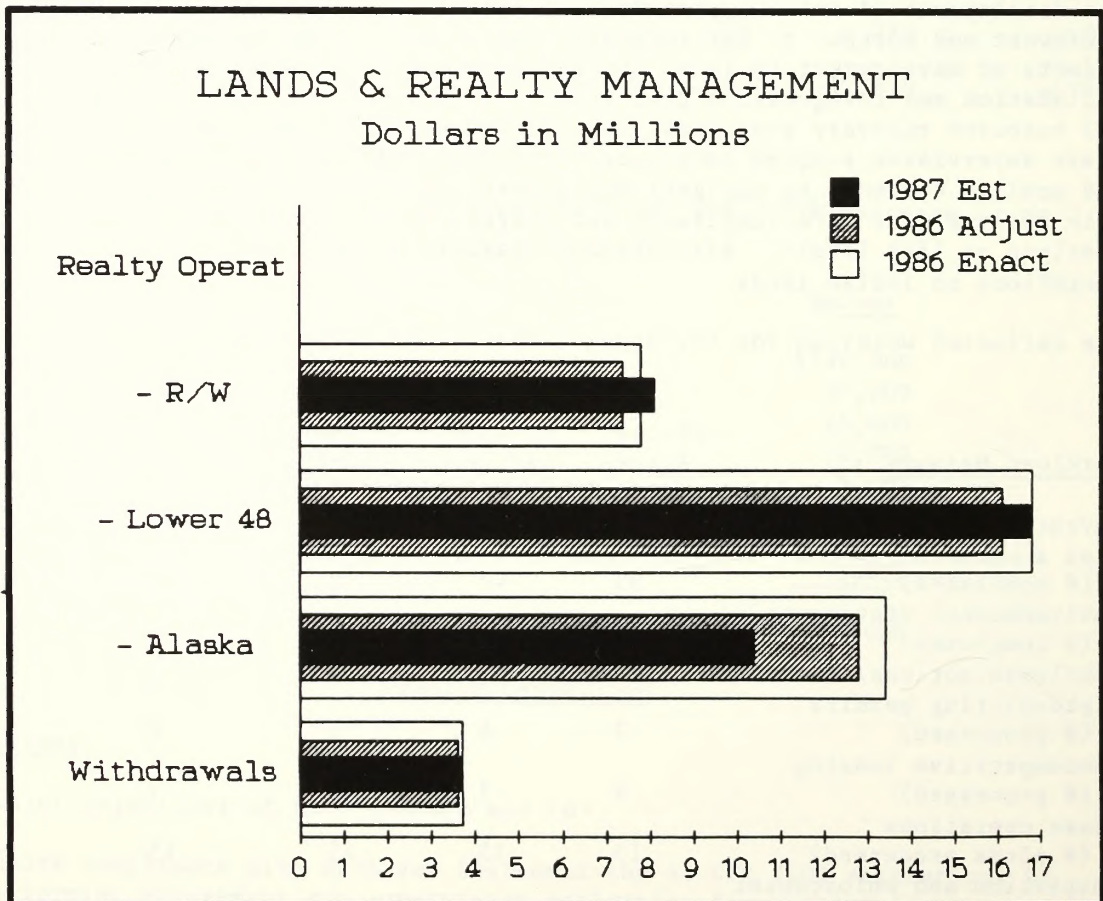
<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Inventory (000's acres)	---	200	200	50	-150
Plan amendments (# completed)	35	40	40	40	---
Environmental statements (# completed)	2	2	2	2	---
Pre-lease notices/ prospecting permits (# processed)	7	8	8	8	---
Noncompetitive leasing (# processed)	9	7	7	7	---
Lease operations (# plans processed)	15	15	15	15	---
Inspection and enforcement (# inspections)	400	500	500	700	+200

Activity Summary

Activity: Lands and Realty Management

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1985 Actual</u>	<u>1986 Enacted to Date</u>	<u>1986 Adjusted Approp.</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Realty Operations	37,800	37,973	36,340	37,822	35,222	-2,600
Withdrawal Processing and Review	<u>4,034</u>	<u>3,744</u>	<u>3,583</u>	<u>3,732</u>	<u>3,732</u>	<u>---</u>
Total	41,834	41,717	39,923	41,554	38,954	-2,600



Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Realty Operations

(Dollar amounts in thousands)

Program Elements		1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
Rights-of-Way	\$ (FTE-T)	7,776 (215)	7,442	7,743 (215)	8,063 (220)	+320 (+5)
Lower 48 Lands Program	\$ (FTE-T)	16,799 (480)	16,076	16,725 (480)	16,725 (480)	--- (---)
Alaska Lands Program	\$ (FTE-T)	13,398 (310)	12,822	13,354 (310)	10,434 (285)	-2,920 (-25)
Total Requirements	\$ (FTE-T)	37,973 (1,005)	36,340	37,822 (1,005)	35,222 (985)	-2,600 (-20)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A Cancellation	1986 Adjusted Approp.
Realty Operations	37,973	-1,633	36,340

As a result of the \$1,633,000 P.L. 99-177 reduction, it will be necessary to fill only critical vacancies and to eliminate or defer the purchase/ replacement of supplies and major equipment items. Programmatic impacts will include the following:

- o Reduced monitoring of rights-of-way (R/W) grants and processing of re-billing decisions on R/W rentals;
- o Deferral of action on all but the highest priority State and private exchanges;
- o Limitation of land sale offerings to those mandated by statute and those meeting only the most critical disposal criteria; and
- o Extension of timeframes for the conveyance of land title to the State of Alaska and Alaska Natives.

Authorization

43 U.S.C. 1701 The Federal Land Policy and Management Act (FLPMA) of 1976
P.L. 94-579 authorizes the Secretary:

43 U.S.C. 1711 - to prepare and maintain inventories of all public lands;

- 43 U.S.C. 1713,1714 - to sell a tract of public land if the sale of such tract meets certain disposal criteria;
- 43 U.S.C. 1716 - to exchange public lands if the public interest will be well-served by making that exchange;
- 43 U.S.C. 1721 - to convey omitted public lands to a qualified occupant if it is in the public interest to do so;
- 43 U.S.C. 1732 - to manage the use, occupancy, and development of the public lands through leases and permits; and
- 43 U.S.C. 1761-1771 - to determine suitability of public lands for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way.
- 30 U.S.C. 185
P.L. 66-146 Section 28 of the Mineral Leasing Act of 1920, as amended, authorizes the Secretary to determine suitability of public lands for oil and gas pipeline rights-of-way.
- 43 U.S.C. 321-323 The Desert Land Entry Act of 1877 provides for the use of irrigation to reclaim arid and semiarid public lands of the Western States through individual effort and private capital.
- 43 U.S.C. 315 Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands as appropriate to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
- 43 U.S.C. 1616(d) Section 17(d) of the Alaska Native Claims Settlement Act authorizes the Secretary to withdraw, 2/ to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification.

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

2/ Under various Public Land Orders, public lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the public land laws, with some exceptions, including State selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended (30 U.S.C. Sections 181-287).

- 43 U.S.C. 869 The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.
- 43 U.S.C. 687b The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
- 16 U.S.C. 1277 Section 6(d) of the Wild and Scenic Rivers Act authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.
- 43 U.S.C. 4321,
4331-4335, and
4341-4347
P.L. 90-190 The National Environmental Policy Act of 1969 requires the preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.
- 16 U.S.C. 460Y
P.L. 91-476 The King Range Act of 1970 authorizes the acquisition and exchange of lands in the King Range National Conservation Area.
- P.L. 96-586 Public Law 96-586 (Burton-Santini Act) authorizes and directs the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada, the proceeds of which are to be used to acquire environmentally-sensitive lands in the Lake Tahoe Basin of California and Nevada.
- 43 U.S.C. 641 Section 4 of the Carey Act of August 18, 1984 authorizes the Secretary, with the approval of the President, to patent to States, desert lands which are reclaimed, cultivated, and settled.
- 16 U.S.C. 3101
et. seq.
P.L. 96-487 The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 provides for the designation, management, and conservation of certain public lands in the State of Alaska, including a national recreation area, a national conservation area, and wild and scenic rivers, and for other purposes.
- P.L. 85-508,
as amended Alaska Statehood Act of 1958 provides for the admission of the State of Alaska into the Union and authorizes the Secretary of the Interior to transfer approximately 104.5 million acres to the State.
- P.L. 98-408 Public Law 98-408 (Zuni Act) authorizes the Secretary to acquire through purchase or exchange certain private lands and to convey such lands to the Zuni Indian Tribe for religious purposes.

RIGHTS-OF-WAY

Objectives

The major objectives of the rights-of-way program are to:

- o Facilitate the production and transportation of domestic energy and nonenergy resources by prompt processing of rights-of-way (R/W) applications, issuing permits, processing relinquishments, and monitoring construction of R/W's over public lands;
- o Ensure that R/W uses are compatible with other existing and proposed uses of Federal lands through environmental review and assessment, establishment and use of R/W corridors, and other appropriate means; and
- o Seek the highest levels of cost reimbursement and use rental attainable under existing laws and regulations.

Base program

The rights-of-way (R/W) program is funded through a combination of this appropriation program element and the R/W cost recovery funds received in the indefinite "Service Charges, Deposits and Forfeitures" appropriation. The 1987 Base funding level of the R/W program from the MLR appropriation is \$7,743,000 and 215 FTE. The Base funding level from the indefinite appropriation portion is \$1,690,000 and 39 FTE; yielding an estimated total Base of \$9,433,000 and 254 FTE for the R/W program.

The primary focus of the R/W program is the processing of public demand applications from individuals, corporations, utility companies, associations, and State and local governments. Such applications are for a wide range of uses, such as the construction and operation of oil and gas pipelines, power transmission lines, energy development and distribution facilities, access roads, communication sites, ditches, and water pipelines. In some cases, the requests are made to authorize an existing but unauthorized use.

The activity of the R/W program can be classified as either casework or non-casework. Non-casework includes such functions as pre-application review, corridor planning, research, managerial direction, training, workshops and other aspects of program management not directly associated with a case. All of this work is funded from the MLR appropriation.

Casework includes preliminary investigations analyzing alternative location possibilities, preparation of environmental assessments, appraisals, development of special permit stipulations, issuance of R/W grants and monitoring of construction and reclamation to ensure compliance with permit stipulations. The funding source for casework is a function of the law under which application is made and the status of the applicant. When the applicant is a State government, local government or agency who will use the right for governmental purposes, the case is considered non-reimbursable, regardless of the law under which the application is made, and is funded from the MLR appropriation.

For applications processed under the Mineral Leasing Act (MLA) of 1920, full cost recovery is allowed; and, with the exception of the situation described below, all funding comes from the Service Charges, Deposits and Forfeitures

appropriation. For applications processed under the Federal Land Policy and Management Act (FLPMA) of 1976, charges are adjusted for the "reasonableness" criteria contained in Section 304 of the Act. These adjustments are for actions which are not for the exclusive benefit of the applicant, including appraisals, inventories, and environmental studies which must be completed to process the application but may also have public value for management decisions. The costs of such adjustments are considered non-reimbursable and are funded from the MLR appropriation. All other costs are funded from "Service Charges, Deposits and Forfeitures."

The charges for both MLA and FLPMA cases under \$5,000 are established by separate fee schedules. These schedules are periodically updated with field studies of actual costs by case size. Since there is a time lag between the studies and implementation, fee schedule charges may not cover the Bureau's actual cost of processing a R/W. When this occurs, costs exceeding the amount received through the fee schedule must be funded from the MLR appropriation.

The following table illustrates the funding source for various R/W workloads:

Type of R/W Workload	<u>Funding Appropriation</u>	
	<u>Management of Lands and Resources</u>	<u>Service Charges, Deposits and Forfeitures</u>
Non-casework	x	
Non-reimbursable cases	x	
FLPMA cases over \$5,000	x	x
FLPMA cases, fee schedule (x)		x
MLA cases over \$5,000		x
MLA cases, fee schedule (x)		x

() Funds the additional cost of work required when fee schedule charges are inadequate to cover total Bureau costs.

Increase from 1987 Base

(dollars in thousands)

	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Difference</u>
\$	7,743	8,063	+320
(FTE)	(215)	(220)	(+5)

The increase is required to pay for the government's "reasonable" share of major R/W grant administration where significant public benefit or service is provided, and to support an anticipated increased workload in 1987 caused by the development of new fair market rental procedures. During the development of these procedures, a hold has been placed on completing new appraisals pending the completion of rulemaking. This, in turn, will necessitate the recalculation and re-billing of rentals for all previously issued R/W's for which rent is being collected. Of the approximately 26,000 R/W's currently issued, 20 percent (5,700) are due for reappraisal in 1987 and will be re-billed then. Of these, approximately 3,000 are currently in appeal status and no rental is being collected. The expected re-billing would result in receipts almost double the amount currently being collected.

The number of actions which will be processed in the R/W program at the estimated total 1987 funding level of \$10,758,000 and 259 FTE (includes funding received from cost recovery reimbursement) is as follows:

<u>workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Mineral Leasing Act:					
Number of cases processed					
- under \$5,000 cost	1,171	1,100	1,100	1,100	---
- over \$5,000 cost	18	25	25	25	---
FLPMA applications:					
Number of cases processed					
- under \$5,000 cost	1,836	1,900	1,900	1,900	---
- over \$5,000 cost	51	50	50	50	---
Non-reimbursable cases processed (number)	867	600	600	600	---
Pre-application work (number of cases)	3,874	3,675	3,675	3,675	---
Re-appraisal cases (number)	---	2,000	2,000	5,700	+3,700

Distribution of change by object class

The object class detail for the proposed increase of \$320,000 and 5 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	5	\$136,000
Personnel benefits		22,000
Travel and transportation of persons		25,000
Transportation of things		15,000
Communications, utilities, and miscellaneous charges		20,000
Printing and reproduction		5,000
Other services		72,000
Supplies and materials		20,000
Equipment		5,000
Total		\$320,000

LOWER 48 LANDS PROGRAM

Objectives

The major objectives of the lower 48 lands program are to:

- o Process public requests for land use authorizations on a current basis;
- o Respond to the requirements of specific legislation affecting land disposal such as the Desert Land Entry Act, the Burton-Santini Act and the Zuni Act;
- o Complete, by exchange, land adjustments that are needed to improve the manageability of public land resource values;
- o Maintain and improve the land records system, including the implementation of the Automated Land and Mineral Record System (ALMRS);
- o Respond promptly to public inquiries for land status and land title documents;
- o Process cases and complete actions allowed by law on applications to resolve issues of clear title for land previously transferred from Federal ownership;
- o Resolve cases of unauthorized use; and,
- o Sell at fair market value, public lands that meet disposal criteria in order to improve land ownership patterns, improve cost effectiveness of managing Federal lands, and meet community or regional growth needs thereby making public lands available to non-Federal agencies or the private sector where consistent with land use plans or specific legislation.

FY 1987 program

The 1987 Estimate for the Lower 48 Lands program is \$16,725,000 and 480 FTE.

This program provides service to the public, State, local and other Federal agencies by issuing land use authorizations and effecting land tenure adjustments and land disposal actions 1/, exclusive of Alaska, as authorized by existing laws. Also included in this program is the operation and improvement of systems for maintaining the official public land records and the task of responding to public inquiries about public land status, use, and acquisition.

1/ The category of Land use authorization includes the issuance of grants, easements, leases, and permits for use of public land for recreation and public purposes, and other non-mineral uses while ownership of the land remains with the Federal Government. Land tenure adjustment is the exchange of parcels of land with private owners or with States, and the adjustment of boundaries with other Federal agencies. Land disposal is the patenting (transfer of ownership) through sale under Section 203 of the Federal Land Policy and Management Act or other conveyance authorities such as the Desert Land Entry Act, Airport and Airways Act, etc.

Land Use Authorizations

Recreation and Public Purposes (R&PP) Act leases generally fall under the "Good Neighbor" concept which embodies the principles of public service and responsiveness to which the Secretary and the Administration are committed. Many communities of the West are surrounded by public lands and are directly or indirectly dependent upon multiple use of those lands for recreational use and other public purposes. Land use authorizations processed by BLM assist local governments in meeting basic community service needs. Examples include authorizations for county/State parks and school sites.

Other land use authorizations under FLPMA, Section 302(b), provide public land through lease, permit or easement for use, occupancy and development of agricultural, residential and small trade and manufacturing businesses. As of September 1985, 739 authorizations were in effect with revenues exceeding \$239,000.

Desert Land Entry Cases

Some 1,630 applications for desert land entries (DLE's) were on file with the BLM as of October 1, 1984. BLM processed 447 applications in 1985 and plans to process 450 in 1986 and 1987. There are, however, circumstances involving the lack of water and/or ongoing litigation over water rights in the States of Nevada and Idaho which may severely limit BLM's ability to control the rate at which DLE applications are processed.

Land Tenure Adjustments

As outstanding entitlements under the State Indemnity Selection program are being satisfied, the States are turning increasingly to land exchanges to meet use demands and consolidate holdings. Private exchange opportunities are also being identified in completed land use plans and by other Federal agencies as a means of consolidating ownership, eliminating "inholdings," and enhancing the management of both Federal and non-Federal properties. An estimated 255,000 acres will be exchanged in 1987. Action will also be initiated on exchange proposals which will be consummated in 1988 and 1989.

"Project Bold," a complex land exchange proposal involving the State of Utah and BLM, is not included in the program acreage estimate. The project, designed to allow statewide exchange of lands of roughly equivalent value to create manageable units, would also remove intermingled State lands from areas administered by the BLM, National Park Service, the military and Indian reservations. If authorizing legislation should be enacted, BLM would incur significant additional processing costs. Additional funding for this work would then have to be sought through the budgetary process.

Approximately 250,000 acres of public lands are involved in the Navajo-Hopi land resettlement program in New Mexico and Arizona. On July 1, 1983, the Navajo Tribal Council presented BLM with an application requesting the acquisition of six privately-owned ranches in Apache County, Arizona. BLM successfully negotiated with the Arizona landowners to acquire their holdings through land exchange. The last of the Arizona properties was acquired in December of 1985, and 215,006 acres have been placed in trust for the Navajo tribe.

In addition to the actions in Arizona, transfer of 35,000 acres of the BLM-administered Paragon Ranch area of New Mexico is awaiting receipt of an amended application from the Navajo Tribe. Notwithstanding any unforeseen

complications, BLM expects to complete the program and close out the project office and staff by the end of 1986.

Land Disposals

The Bureau conveyed 5,000 acres of public land to Western States under the State Indemnity Program in 1985. The Secretary of the Interior has assured the States that indemnity (in-lieu) land selections will be processed promptly in close cooperation with State governments. In a memorandum of understanding with the Western States Land Commissioners Association, dated January 1, 1981, BLM agreed that more than one-half million acres should be transferred to the States in fulfillment of the States' outstanding indemnity rights. Approximately 165,000 acres of entitlement still remained at the end of 1985. We anticipate that the States will apply for their remaining entitlements at a much slower rate than in previous years as full satisfaction nears. BLM expects to process approximately 10,000 acres in 1986 and 1987.

Land sale offerings under the authority of Section 203 of FLPMA will amount to about 40,000 acres each in 1985 and 1986 and will decrease to 10,000 acres in 1987. The objectives of the FLPMA land sale program are to dispose of public lands that would serve higher and better uses in private ownership as identified through a land use planning process, to improve management of Federal lands through the sale of tracts that are isolated or otherwise difficult to manage, and to dispose of lands acquired for a specific purpose that are no longer needed for that purpose or any other Federal purpose.

Work will also continue on sales in Nevada under the Burton-Santini Act, which provides for the offering of up to 700 acres annually in Clark County, Nevada.

Unauthorized Use Abatement

Work on resolution of the long-standing dispute over title and unauthorized use in the "New Mexico Rio Grande Occupancy Resolution Area" will continue in 1987 at the 1986 level. BLM anticipates substantial completion of this program by 1990.

Resolution of instances involving unauthorized use of public lands continues to be a challenge to the Bureau. Case processing has been streamlined, and unauthorized use fees have been increased to discourage unauthorized agricultural use. An inventory of unauthorized agricultural use was initiated in 1985 in Idaho and will continue into 1987. In 1987, the Bureau plans to complete action on 500 cases of unauthorized use, an increase of 50 cases over the 1986 Estimate.

Diminishing public demand for R&PP authorizations as well as the reduced level planned for public land sale provided BLM the opportunity to adjust the level of effort among the various program workloads from the 1986 level. Consequently, the Bureau can increase the level of effort on unauthorized use abatement and respond more promptly to public demand land exchanges proposed in 1987.

Maintaining the Official Land Records

The remaining responsibilities of the Lower 48 lands program include the operation, maintenance, and updating of the complex series of public land records which make up the official, original public land records of the United States; responding to public inquiries regarding land status, availability and application procedures; and the preparation of activity plans and amendments to land use plans.

Automated Land and Mineral Record System (ALMRS)

The ALMRS effort was initiated in 1983 to develop and implement automated procedures for realty and minerals case management, land descriptions, land and minerals ownership/use authorization status, and geographic coordinate data covering all land and minerals ownerships where BLM has a surface and/or subsurface management interest. The system will allow for logical progression from the existing manual records system to a fully automated system. This will eventually enable BLM to retire its existing hard-copy records which consist of the historical index, master title plat (MTP) and land use plat which are currently the foundation of the Bureau's lands, minerals, and renewable resources program activities. When fully implemented, ALMRS will contain data for approximately 46,000 townships.

Initial efforts in the ALMRS program have been devoted to automating lands and minerals casework and designing an automated system that will integrate data bases for legal land description and status, including mining claims. By June 1, 1985, approximately 270,000 cases had been entered into a case recordation data base that is capable of providing automated serial register pages, limited statistical reports, case counts, individual case tracking, and case abstracts. By focusing on the case recordation data base, we have been able to eliminate backlogs in land and mineral case work.

During 1985, BLM contracted with the Federal Computer Performance Evaluation and Simulation Center (FEDSIM) to assess alternative system architectures (hardware, software, telecommunications, data base locations, etc.). The feasibility study was completed in December 1985, and a preliminary report is presently being reviewed by agencies potentially affected by ALMRS. A copy of the final feasibility study document will be sent to Congress after it is completed. The study, in conjunction with prototype system testing, will enable the Bureau to develop an accurate estimate of the long-term project schedule and system costs. After the systems requirements are fully defined, systems design work will proceed. The systems design stage will define how data bases for legal land description, current status, and geographic reference will be linked with the existing case data and mining claim data bases.

A prototype system will be tested in the two BLM pilot State offices of Arizona and New Mexico during 1987. In 1988 or early 1989, actual implementation of a fully operational ALMRS will occur in Arizona and New Mexico, including automated case tracking, report generation (statistical and title reports among others), and some automated graphic display capability to replace the present hard-copy plats for providing land status. We anticipate that implementation and operation of ALMRS in the remaining State offices will begin in 1989. System implementation will proceed as each State completes data collection and entry and as ADP equipment is purchased for use with the system.

Legal land description data are now being collected in all States with completion scheduled by the end of 1987. Status data collection in the pilot States will be completed by the end of 1986 and in the other States between 1987-1992.

The 1987 Estimate includes \$3,006,000 for ALMRS data collection and system development. Additional funding, primarily for equipment acquisition and ADP system development, is identified in the data management subactivity.

Planned workload accomplishments in the Lower 48 lands program are as follows:

<u>Workload Measure (# = cases)</u>	<u>FY 1985</u> <u>Actual</u>	<u>FY 1986</u> <u>Estimate</u>	<u>FY 1987</u> <u>Estimate</u>	<u>Inc. (+)</u> <u>or</u> <u>Dec. (-)</u>
Recreation and Public Purposes (R&PP) leases and patent applications (#).....	270	310	250	-60
State indemnity selections (000 acres).....	5	10	10	---
Exchanges (000 acres):				
State.....	176	60	70	+10
Private.....	165	155	185	+30
Desert land entries (#).....	447	450	450	---
Public land offered for sale (000 acres).....	29	40	10	-30
Burton-Santini Act offers (acres).	700	700	700	---
NM Rio Grande occupancy resolution (#).....	120	90	90	---
Unauthorized use (#).....	997	450	500	+50

ALASKA LANDS PROGRAM

Objectives

The objectives of the Alaska Lands Program are to:

- o Issue interim conveyances or patents to Native corporations under the Alaska Native Claims Settlement Act (ANCSA),
- o Issue tentative approval of conveyances or patents to the State of Alaska,
- o Process Native allotment parcels in Alaska to the point of approval for survey, and
- o Process other lands cases in order to expedite the conveyance of lands to the State of Alaska and Native corporations.

Base program

Base funding for the Alaska lands program is \$13,354,000 and 310 FTE.

The Base program in Alaska encompasses a number of different realty actions, but the primary focus is on State and Native conveyances. Land conveyance in Alaska is a two-step process requiring both title transfer and title confirmation (by patent) following survey. Most Federal land in Alaska is unsurveyed. Because of this, Congress authorized title transfer documents to the Native corporations (interim conveyance) and to the State of Alaska (tentative approval) which can be granted before survey. Final entitlement calculation and specific exclusion of inholdings takes place after survey when title confirmation in the form of a patent is issued.

In 1986, the rate of transfer for lands began to slow while the completion of survey and issuance of patents increased. Cumulative title transfers to the State and Native corporations will be 81 percent completed by the end of 1986.

These transfers consist largely of tentative approvals and interim conveyances. Approximately 21 percent of the lands transferred will have had a completed survey and patent issued.

The slowing of the title transfer process reflects both a shift of initiative for the remaining land transfers and a secondary workload of land entitlement awaiting survey. The State of Alaska continues to emphasize the identification of smaller but "higher quality" areas for its conveyances. These smaller land areas often are more difficult and complex to adjudicate than the largely unpopulated "block lands" transferred previously. Under the terms of a court settlement, the State now identifies in an annual request the lands it wants transferred. The State has asked for increased patent issuance on these priority lands rather than for large title transfer acreages. Native corporations have received title to most of the lands they selected around villages. The village corporations must now identify and place a priority on lands being allocated by regional corporations. Regional corporations must identify in priority order their remaining entitlements. Once BLM has received these priorities, it can transfer additional land to the Native, regional, and village corporations. Finally, until survey, a small percentage of land is "held back" to avoid an over-conveyance of land.

To ensure an increase in acreage transferred through patents issued, BLM has adopted a patent plan process. This is a coordinated effort between BLM realty and survey staffs in Alaska. The plan calls for the identification of a geographic area, or "window," and a concentrated effort to complete all needed adjudication of inholdings in the area to ensure efficient survey and patent of all adjudicated parcels.

Native allotments are one of the most numerous types of claims which must be adjudicated and surveyed out from larger blocks of land selected by the Native corporations and the State before final patent can be issued to the corporation or State. Therefore, to make the patent plan process work most efficiently, a major priority is being placed on adjudication of Native allotments in the geographic "windows."

Section 17(b) of the Alaska Native Claims Settlement Act of 1971 authorizes the Secretary to reserve certain public easements across Native lands in Alaska. Easements are reserved at the time of conveyance and contained in the conveyance document. The location, width, and authorized uses for the easements are specifically identified. The Native corporations want the Federal Government to specify the management principles to be applied to these easements and the responsibilities of each party in monitoring and regulating use. A coordinated effort by NPS, FWS, and BLM is underway to inventory the easements. Easement management (location and marking) will follow with emphasis first on high-use areas.

Decrease from the 1987 Base

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$	13,354	10,434	-2,920
(FTE-T)	(310)	(285)	(-25)

The 1987 Estimate level of \$10,434,000 and 285 FTE will continue funding to accomplish the critical land transfer programs but at a rate of 1.3 million acres less than the Base level. Other lands activities will also continue to be accomplished but at a reduced level as shown in the following workload comparison table:

<u>Workload Measures</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Native conveyances (million acres)	1.0	2.0	2.5	2.0	-.5
State conveyances (million acres)	4.2	3.4	3.6	2.8	-.8
Native allotments (parcels)	1,470	1,350	1,150	800	-350
Land use authorizations (cases)	116	208	210	100	-110
Land tenure adjustments (cases)	1	1	1	---	-1
Unauthorized use (cases)	19	12	18	9	-9

Even at the reduced levels, the program will achieve a substantial level of land transfers and continue making considerable progress in reaching the program goals.

The Alaska conveyance schedules are:

(acres in millions)

	<u>Thru FY 1984</u>	<u>FY 1985</u>	<u>FY 1986</u>	<u>FY 1987</u>	<u>Future</u>
<u>NATIVE CORPORATIONS</u>					
<u>Interim Conveyances</u>					
<u>Annually</u>	<u>xxx</u>	<u>1.0</u>	<u>1.0</u>	<u>.5</u>	<u>8.3</u>
<u>Cumulative Total</u>	<u>33.2</u>	<u>34.2</u>	<u>35.2</u>	<u>35.7</u>	<u>44.0</u>
<u>Patent *</u>					
<u>Annually</u>	<u>xxx</u>	<u>xxx</u>	<u>1.0</u>	<u>1.5</u>	<u>37.1</u>
<u>Cumulative Total</u>	<u>3.4</u>	<u>3.4</u>	<u>4.4</u>	<u>5.9</u>	<u>43.0</u>
<u>STATE</u>					
<u>Tentative Approval</u>					
<u>Annually</u>	<u>xxx</u>	<u>2.0</u>	<u>1.4</u>	<u>.8</u>	<u>19.3</u>
<u>Cumulative Total</u>	<u>81.0</u>	<u>83.0</u>	<u>84.4</u>	<u>85.2</u>	<u>104.5</u>
<u>Patent *</u>					
<u>Annually</u>	<u>xxx</u>	<u>2.2</u>	<u>2.0</u>	<u>2.0</u>	<u>75.3</u>
<u>Cumulative Total</u>	<u>23.0</u>	<u>25.2</u>	<u>27.2</u>	<u>29.2</u>	<u>104.5</u>

* Patent acreage is directly dependent on acreage surveyed.

Distribution of change by object class

The object class detail for the proposed decrease of \$2,920,000 and 25 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	25	\$ 682,000
Personnel benefits		109,000
Travel and transportation of persons		85,000
Communications, utilities and miscellaneous charges		100,000
Other services		1,884,000
Supplies and materials		<u>60,000</u>
		\$2,920,000

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Withdrawal Processing and Review

	(Dollar amounts in thousands)				
	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc.(+) Dec.(-) from Base
\$ (FTE-T)	3,744 (93)	3,583	3,732 (93)	3,732 (93)	--- (---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Withdrawal Processing and Review	3,744	-161	3,583

The reduction of \$161,000 will reduce the Bureau's capability to handle the increased withdrawal review workload anticipated from other holding agencies on a current basis resulting in a deferral of about 50 cases to 1987.

Authorization

43 U.S.C. 1711, 1714
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976, Sections 202(d), 204(a) and 204(1) has the following major provisions:

202(d) provides that land classifications are subject to review in the land use planning process. Also affirmed is the Secretary's discretion to modify or terminate any such classification when the action taken is consistent with the Bureau's land use plans. These actions are commonly referred to as terminations or modifications of classifications.

204(a) confers separate discretionary authority on the Secretary to make, modify, extend or revoke withdrawals in the normal course of business. These revocation actions do not require Presidential or congressional review and include withdrawals sought to be revoked prior to the passage of FLPMA 204(1) or to permit a subsequent action taken in the ordinary course of business. These actions are commonly referred to as revocations or withdrawals.

204(1) requires the Secretary to review certain withdrawals in the 11 Western States by October 1991 to determine whether and for how long existing withdrawals should be continued. Under this authority, the Secretary may terminate withdrawals only upon recommendation of the President and following review by Congress. These actions are commonly referred to as withdrawal reviews.

- 43 U.S.C. 869 The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.
- 43 U.S.C. 687b The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
- 43 U.S.C. 315
P.L. 73-482 Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 ^{1/} and to open lands, as appropriate, to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
- 43 U.S.C. 1601(e),
1621
P.L. 92-204 The Alaska Native Claims Settlement Act (ANSCA), section 3(e), provides that the lands in Alaska withdrawn for the administration of any Federal installation will be the smallest practicable tract as determined by the Secretary of the Interior, and section 12(b) provides for withdrawals and withdrawal review pursuant to the Cook Inlet Region Incorporated (CIRI) entitlement settlement.
- 16 U.S.C. 1621,
30 U.S.C. 181 note
P.L. 96-487 Section 12(b) of the Alaska National Interest Lands Conservation Act mandates a review of withdrawals and other types of segregations and establishes a schedule of openings of public lands to operation of the general land laws, mineral leasing and mining.
- 43 U.S.C. 31(a) The Act of March 3, 1879, authorized classification of public lands.
- 15 U.S.C. 79 Section 24 of the Federal Power Act as amended, allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

Objectives

The major objectives of the withdrawal processing and review program are to:

- o Process new withdrawal applications on a current basis;
- o Continue withdrawal revocation processing on a current basis;
- o Continue review of other agencies' withdrawals based on mutually approved schedules;

^{1/} Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the non-mineral public land laws.

- o Complete review of all BLM classification orders by 1987; and
- o Continue review of waterpower and water storage withdrawals to be completed in 1991.

FY 1987 program

The 1987 Estimate for the withdrawal processing and review program is \$3,732,000 and 93 FTE.

The Federal Land Policy and Management Act (FLPMA), Section 204(1) requires a comprehensive 15-year review of certain withdrawals of Federal lands in the 11 Western States, exclusive of Alaska. There are extensive withdrawals in Alaska, which are being reviewed under the provisions of the Alaska Native Claims Settlement Act when possible conveyance to Alaska Natives is involved, and under the provisions of the Alaska National Interest Lands Conservation Act and other authorities for possible opening of public lands to mining, mineral leasing, settlement, and other disposals.

FLPMA also requires that all applications for withdrawals pending at the time of passage be processed by 1991. All withdrawal applications filed after passage must be processed within two years to limit the segregative effect of such applications.

To "withdraw" public lands means to withhold them from settlement, sale, location, or entry, under one or more of the general land and mineral laws. The purpose of a withdrawal is to limit activities under those laws and to maintain other public values in the withdrawn area or reserve the area for a particular public purpose or program. Because of the vast acreage of land withdrawals and classification in the absence of land use planning, FLPMA mandated their review, termination, modification, or continuation by 1991.

An updated inventory (mid-1981) under provisions of Section 204(1) of FLPMA identified 5,845 withdrawals covering 76 million acres. Classification orders segregated another 160 million acres partially or wholly from entry under the public land laws, including in some cases mining and mineral leasing. Withdrawal and classification reviews are being conducted systematically and expeditiously to ensure that there are no unnecessary closures. Any decrease in the number of withdrawal reviews will not alter concentration on priority areas with mineral potential.

Since 1984, BLM and other holding agencies have been working with mutually-approved schedules designed to complete review of other agency withdrawals by 1991. The withdrawal review workload for 1987 will consist, to a great extent, of review of other agency withdrawals. Successful completion of this schedule depends on the ability of other agencies to make timely submissions of their withdrawal rejustifications to the appropriate BLM State offices. BLM is making every effort to encourage the other agencies to be responsive and is providing guidance on which withdrawals they should review first.

Withdrawal processing and review in Alaska includes the review of Federal holdings pursuant to Section 3(e) of ANCSA, an integral part of the entire State and Native conveyance program. Alaska's withdrawal review also includes revocations/restorations and transfer of jurisdiction work for other Federal agencies in Alaska.

The waterpower program encompasses the identification, evaluation, and classification of Federal lands with significant water and power potential under the provisions of the Federal Power Act of 1926, as amended. Classifications are also made to protect potential water and power resources from encumbrances and uses which would destroy site values for waterpower, and to provide land management agencies with information to ensure that potential water and power sites are included in land use plans developed by such agencies.

In 1987, the waterpower program will continue the 7-year effort scheduled for completion in 1991 to review approximately 950 existing withdrawals for waterpower and water storage. Though the actual withdrawals can only be revoked with the consent of the Federal Energy Regulatory Commission (FERC), BLM will conduct these reviews to determine on a case-by-case basis if the water resource still exists and requires protection. Findings will be forwarded to the Secretary with recommendations for continuation, termination, or revocation of the withdrawals.

On July 15, 1985, the National Wildlife Federation (NWF) filed suit in the U.S. District Court for the District of Columbia alleging that BLM's conduct of withdrawal review activities was not in concert with the intent of Congress. On December 4, 1985, the NWF's motion for preliminary injunction was granted. In response, the government filed a motion to "amend, consider and clarify" the Court Order of December 4 and a motion for a stay of the court's order. A stay of the preliminary injunction pending reconsideration and clarification was subsequently granted. On January 13, 1986, each party filed its order with the Court; and a ruling is expected on one of the orders or from the Court.

The outcome of this lawsuit is uncertain at this time; however, the impact could be significant depending on the final resolution of the case.

Actual workload accomplishments for 1985 and planned accomplishments for 1986 and 1987 are as follows:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 ^{1/} Estimate</u>	<u>FY 1987 ^{1/} Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Withdrawal processing (# cases)	211	400	100	-300
Withdrawal review (# cases)	456	525	500	-25
Classification review (# cases)	51	200	50	-150
Waterpower cases (#)	485	400	400	---

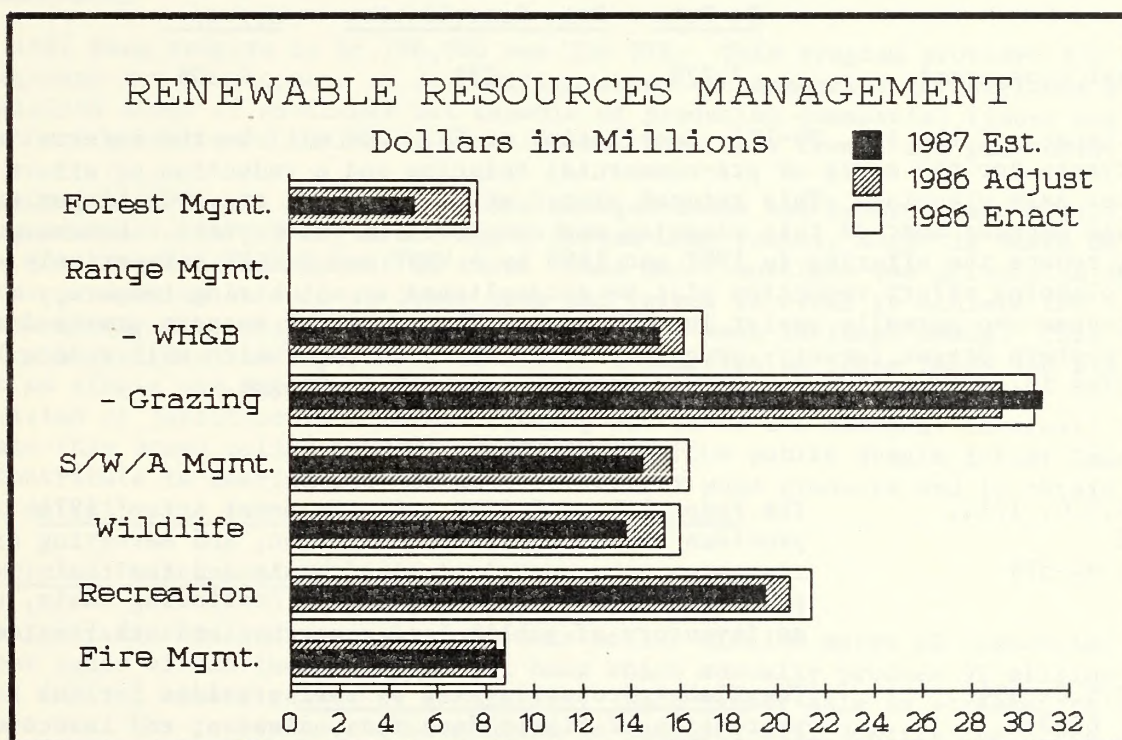
^{1/} The projected workloads for 1986 and 1987 could be altered significantly depending upon the nature of a pending Court order to be issued in the National Wildlife Federation v. Burford lawsuit.

Activity Summary

Activity: Renewable Resources Management

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Approp. Enacted</u>	<u>FY 1986 Adjusted Approp.</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Forest Management	7,755	7,728	7,396	7,710	5,106	-2,604
Range Management	48,008	47,600	45,553	47,465	46,060	-1,405
Soil, Water and Air Management	16,459	16,391	15,686	16,299	14,469	-1,830
Wildlife Habitat Management	15,833	16,054	15,364	15,961	13,801	-2,160
Recreation Management	18,448	21,397	20,477	21,314	19,530	-1,784
Fire Management	7,390	8,824	8,444	8,248	8,847	+599
Total	113,893	117,994	112,920	116,997	107,813	-9,184



Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Forest Management

(Dollar amounts in thousands)

Program Elements		1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
Public Domain	\$	6,814	6,521	6,796	5,106	-1,690
	(FTE-T)	(150)		(150)	(127)	(-23)
Western						
Oregon P.D.	\$	914	875	914	0	-914
	(FTE-T)	(---)		(---)	(---)	(---)
Total	\$	7,728	7,396	7,710	5,106	-2,604
Requirements	(FTE-T)	(150)		(150)	(127)	(---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Forest Management	7,728	-332	7,396

The impact of the P.L. 99-177 cancellation of \$332,000 will be the deferral of contracts for 550 acres of pre-commercial thinning and a reduction of effort on timber sale planning. This reduced effort will not impact the 1986 timber sale volume because most of this planning was completed in prior years. However, it will reduce the offering in 1987 and 1988 by 4 MMBF and 8 MMBF respectively. The planning effort reduction will be accomplished by not hiring temporary employees who normally assist in this work. The amount of support provided to the western Oregon forestry program is reduced by \$39,000 which will reduce studies in support of intensified forestry research in Oregon.

Authorization

43 U.S.C. 1711,
1732
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides for management, protection, and marketing of resources on a sustained yield basis and for the preparation and maintenance, on a continuing basis, of an inventory of public land resources and other values.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

PUBLIC DOMAIN

Objectives

The objectives of the Public Domain (P.D.) forestry program for public land forest resources outside of western Oregon are to:

- o Maintain forest productivity to help meet current and future domestic needs for timber and other wood products,
- o Offer for sale 60 million board feet of commercial sawtimber from those commercial forest lands which produce significant, positive economic return,
- o Ensure timber sale contract compliance,
- o Issue 54,000 fuelwood and other forest permits annually,
- o Reforest harvested areas promptly,
- o Achieve or maintain optimum conditions for tree and stand growth (thinnings/release), and
- o Reduce the reforestation backlog acreage.

Base program

The 1987 Base program is \$6,796,000 and 150 FTE. This program provides for the management and development of 2.1 million acres of commercial forest lands and 16 million acres of woodlands not capable of producing commercial timber but which are a source of fuelwood, posts/poles, Christmas trees, and pine nuts.

All BLM public domain forest lands are managed under the Federal Land Policy and Management Act (FLPMA) of 1976. BLM's Forest Land Policy, which is based on this Act, requires management of these lands under multiple-use principles for timber production as well as other uses and values in order to achieve the widest range of benefits on a sustained basis to meet national needs. This policy highlights the importance of timber production on these lands and states that no single use may preclude other uses unless it is congressionally specified or justified in a formal finding and is in the national interest. Within this broad policy directive, BLM manages the public domain forest lands to contribute to meeting the Nation's demand for wood products and to obtain fair market value for timber and forest product use.

Commercial Forest Land Management

Commercial forest land management focuses on 1.2 million acres of commercial timber lands within the allowable cut base which annually produce 92 million board feet of timber valued at \$7 million. Each timber sale is screened to insure that the return to the Government in receipts will justify the costs of holding the sale. Some sales are held on areas where the timber has been infected by insects. In such cases, less than a full return on costs may be accepted in order to prevent the spread of infestation to more valuable timber.

The major elements of the commercial forest management component are timber sale planning, sale preparation and sale administration. Planning identifies the need for physical and legal access, cadastral survey requirements, and road design. Preparation includes sale layout, access acquisition, environmental analysis, timber cruising and appraisal, contract preparation and sale advertising. Sale administration involves conducting the sales and awarding the contracts for 100 sales planned in the six States (California, Colorado, Idaho, Montana, Oregon, and Wyoming) with public domain sawtimber programs.

An appropriate level of technical support and management expertise is also needed to conduct the forest management program. This includes multiple-use planning, inventory, and trespass abatement.

Inventory and management planning is the gathering of data necessary for preparation and maintenance of land use and timber management plans and the computation of the allowable harvest levels on a 10-year cycle.

Woodland Management

Historically, woodlands have received little intensive management, and wood products have been removed from these lands predominantly by free use. Management consisted of identifying those areas of dead wood or overgrowth where free use permits would aid in removing these products. However, in recent years, the public demand for these wood products has increased dramatically.

BLM managers are now emphasizing product sales and discourage free use. Some inventory of these lands is being accomplished, and the variety of woodland products being sold is increasing. Activities carried out for other resource programs, such as removal of scrub stands by mechanical chaining to improve range conditions, have been redirected to yield forest product sales as well.

BLM has undertaken a long-term effort to inventory all of the estimated 18 million woodland acres and to identify priorities for sales and other management activities. In 1987 an increase in inventory of 4.3 million acres will be accomplished within base level funding.

Planned sales at the Base level are 130,000 cords of fuelwood, 60,000 Christmas trees, and other woodland products such as posts/poles, pine nuts, jojoba beans, cactus, boughs, and wildings with an estimated value of \$750,000.

Forest Development

Forest development provides for reforestation and other practices which increase the productivity of the commercial timber lands. Reforestation is frequently necessary to ensure both regeneration of trees and that the new forest will contain the most desirable timber species. Prescribed burn and site preparation are often required prior to the actual reforestation. Land treatments are sometimes necessary so that planted seedlings can achieve full development without undue competition from other plant species which tend to proliferate in newly cut areas. Later, precommercial thinning may be necessary to remove excess trees, to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. Precommercial thinning is an especially important practice in the public lands areas since there are many overstocked timber stands which have become stagnant in growth and are now particularly subject to insect infestation.

An analysis of forest development needs indicated that backlogs of reforestation and timber stand improvement have developed through the years. This backlog was caused by several factors. Fire and insect infestation have destroyed many stands which have not been rehabilitated. Reforestation techniques employed before the 1970's suffered a high failure rate. Little was known about proper initial stocking levels (e.g., trees planted per acre on a given site) on these forests. This led to many reforestation failures or to instances of timber stands which now require thinning. Improved reforestation techniques and improved knowledge about proper stocking levels have greatly reduced reforestation failures. Additional funding in 1985 and 1986 targeted for backlog reduction have allowed the BLM to better identify the situation and begin a gradual reduction in reforestation backlog acreage.

Decrease from 1987 Base

(dollars in thousands)

	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Difference</u>
\$	6,796	5,106	-1,690
(FTE-T)	(150)	(127)	(-23)

The decrease of \$1,690,000 and 23 FTE will be accomplished by eliminating the commercial forest management program in Colorado, Montana and Wyoming, and by reducing by 50 percent the commercial forest management program in Idaho. This will result in the Bureau's focusing the public domain commercial timber management effort on 600,000 acres and a resulting timber sale program of 60 million board feet. The Bureau's fuelwood and backlog reforestation program will not be reduced at the Estimate funding level.

The purpose of this reduction is to eliminate from the Bureau's commercial timber management program those areas where sale of timber does not produce any significant economic return when compared to the cost of preparing and administering timber sales.

The Bureau will continue its woodland management, reforestation backlog reduction work and monitoring of forest land areas at the 1986 levels of effort. These activities will not be reduced in this decrease.

The following table displays workload accomplishments for 1985 and estimates for 1986 and 1987 Base and Estimate:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc.(+) or Dec.(-)</u>
Inventory (000's of acres)	1,445	1,160	1,160	5,460	+4,300
Forest Plans Prepared (#)	60	80	80	50	-30
Timbered offered for sale (MBF)	92,615	92,000	92,000	60,000	-32,000
Other Forest Products (Permits issued)	50,213	53,240	54,000	54,000	---
Land Treatments (acres)	1,928	2,150	3,813	3,813	---
Reforestation (acres)	2,572	2,630	2,630	2,630	---
Timber Stand Improvement (acres)	4,414	879	879	879	---
Pest Control (acres)	2,108	2,240	2,340	2,340	---

Distribution of change by object class

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	23	\$ 628,038
Personnel benefits		100,486
Travel and transportation of persons		55,000
Transportation of things		145,000
Communications, utilities, and miscellaneous charges		100,000
Other services		441,476
Supplies and materials		170,000
Equipment		<u>50,000</u>
Total		\$1,690,000

WESTERN OREGON

Base program

Approximately 10 percent (or 240,000 acres) of the BLM-managed forest lands in western Oregon are PD lands intermingled with the revested Oregon and California (O&C) Grant Lands and Coos Bay Wagon Road (CBWR) lands. Although the intermingled public domain lands are managed under FLPMA, the actual management practices are generally the same as those implemented for the O&C and CBWR lands.

Historically, funding for these PD lands in western Oregon has been combined with the Oregon and California Grant Lands Fund (separately appropriated) to manage all BLM-administered lands in western Oregon. The program accomplishments associated with the PD, O&C and CBWR lands in western Oregon are very closely integrated and are displayed in the O&C appropriation discussion with no distinction by land status.

Decrease from 1987 Base

(dollars in thousands)

	<u>FY 1987</u> <u>Base</u>	<u>FY 1987</u> <u>Estimate</u>	<u>Difference</u>
\$	914	---	-914
(FTE-T)	(---)	(---)	(---)

The decrease of \$914,000 results from the elimination of the historical practice of providing MLR funding support for the western Oregon public domain forest management program. Since all western Oregon forest lands are managed without regard to their land status, and timber outputs from all lands are combined and considered under the O&C appropriation, it is logical to cover all program funding within that single account as well. Thus, in 1987, the program is included in the discussion under the O&C appropriation.

Distribution of change by object class

The object class detail for the \$914,000 decrease is as follows:

	<u>Amount</u>
Other services	\$914,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Range Management

(Dollar amounts in thousands)

<u>Program Elements</u>		<u>1986 Enacted To Date</u>	<u>1986 Adjusted Approp.</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Wild Horse and Burro Management	\$ (FTE/T)	16,964 (130)	16,234	16,950 (130)	15,200 (125)	-1,750 (-5)
Grazing Management	\$ (FTE-T)	30,636 (775)	29,319	30,515 (775)	30,860 (780)	+345 (+5)
Total Requirements	\$ (FTE-T)	47,600 (905)	45,553	47,465 (905)	46,060 (905)	-1,405 (---)

Impact of P.L. 99-177

	<u>1986 Enacted To Date</u>	<u>P.L. 99-177 B.A. Cancellation</u>	<u>1986 Adjusted Approp.</u>
Range Management	47,600	-2,047	45,553

The P.L. 99-177 cancellation of \$2,047,000 will result in a \$730,000 reduction in wild horse and burro management funds available during 1986. This will result in 1,732 fewer animals being removed from the Federal range in 1986. This lower number of removals proportionately reduces the number of animals held in maintenance facilities pending adoption.

The \$1,317,000 reduction in grazing management will delay preparation of 20 activity plans and will extend the time necessary to implement measures to correct or improve rangeland conditions. Additionally, 45 improvement projects will be dropped. Project planning to support the range improvement program will not be impacted.

Authorization

43 U.S.C. 1711,
1732, 1751, 1753
P.L. 94-579

The Federal Land Policy and Management Act of 1976 authorizes range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also requires the preparation and maintenance of an inventory of public land resources on a continuing basis.

43 U.S.C. 1901-1908 P.L. 95-514	The <u>Public Rangelands Improvement Act of 1978</u> requires the improvement of the condition of public rangelands, research on wild horse and burro population dynamics, and other range management practices.
43 U.S.C. 315 P.L. 73-482	The <u>Taylor Grazing Act of 1934</u> , as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.
42 U.S.C. 1241-1243 P.L. 90-583	The <u>Carlson - Foley Act of 1968</u> authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.
42 U.S.C. 4321, 4331, 4335, and 4341-4347 P.L. 90-190	The <u>National Environmental Policy Act of 1969</u> requires the preparation of an environmental impact statement for any Federal project which may have a significant effect on the environment.
7 U.S.C. 1012-1013A P.L. 75-210	The <u>Farm Tenant Act of 1937</u> ("Bankhead-Jones Act") provides for management of acquired farm tenant lands.
16 U.S.C. 1331-1340 P.L. 92-195	The <u>Wild Free-Roaming Horse and Burro Act of 1971</u> , as amended, provides for the management, protection and control of wild horses and burros on public lands.
41 U.S.C. 501 P.L. 95-224	The <u>Federal Grant and Cooperative Agreement Act of 1977</u> distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

WILD HORSE AND BURRO MANAGEMENT

Objectives

The objectives of the wild horse and burro program are to:

- o Manage animals consistent with land use planning decisions and implement efforts to achieve the appropriate management level, which is estimated to be 21,000 wild horses and 4,000 wild burros;
- o Dispose of 13,500 excess wild horses and burros in a humane and efficient manner by destruction of old, sick, or lame animals within 24 hours of capture and by offering healthy excess animals for adoption within 30 days of capture and;
- o Protect and manage wild horses and burros through implementation of herd management area plans and monitoring of 200 herd areas.

Base program

The base funding level for the wild horse and burro management program is \$16,950,000 and 130 FTE's.

An estimated 37,000 wild horses and 8,000 wild burros will inhabit approximately 200 herd areas on public lands at the start of 1987, which is 5,000 fewer animals than at the start of 1986. These herds typically occupy areas in common with wildlife species and livestock; the numbers of each to be managed in the long-term are determined through the resource management planning process based on the availability of habitat requirements such as forage and water. Land use decisions allocating numbers are subsequently monitored and adjusted if necessary. Based on the results of resource management plans, it is estimated that public lands will support approximately 21,000 wild horses and 4,000 wild burros on about 200 herd management areas. Herd management area plans will be prepared for all herd management areas to guide the management of individual herds and habitats, including monitoring requirements.

All healthy animals removed from the public lands are made available for adoption to qualified applicants for a standard fee. During 1987, adoption fees for horses will continue at \$125 and the fee for burros at \$75 per animal. These fees are deposited in the Bureau's "Service Charges, Deposits, and Forfeitures" appropriation and are available for use by the Bureau to operate the wild horse and burro adoption program.

Rulemaking was published in May 1984 to waive or adjust the current adoption fee for those animals not considered adoptable under existing fees. Although this rule has been successful in promoting the adoption of over 2,900 animals in 1985, the proportion of less desirable, old or otherwise non-adoptable animals remaining in maintenance facilities is expected to increase significantly in 1986 and 1987.

Legislation was introduced in the 98th Congress which, had it been enacted, would have granted BLM authority to sell any excess animals for which there is no adoption demand. The 1987 budget is based on the assumption that sale authority will not be enacted. Thus, the number of animals maintained in long-term holding facilities will continue to increase throughout 1986 and is expected to result in about 12,500 animals being cared for at the start of 1987.

At the 1987 Base funding level, BLM would remove 7,800 excess animals, a rate that would reduce herd populations by 1,000 animals. All animals removed as well as about 1,000 animals being held in maintenance facilities would be offered for adoption. Although the Base funding level is very near the 1986 level, fewer animals could be removed in 1987 because a proportionately larger percentage of the available funds would be used to feed and care for animals in maintenance facilities.

Decrease from 1987 Base

(dollars in thousands)

	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Difference</u>
\$ (FTE-T)	16,950 (130)	15,200 (125)	-1,750 (-5)

The proposed decrease of \$1,750,000 and 5 FTE is the result of redirection of the Wild Horse and Burro program emphasis for 1987. It is apparent that it will be necessary to reduce long-term maintenance costs, and the only way to do that is to reduce the average number of horses in BLM contract facilities. To accomplish this, the Bureau will put increased effort on adopting animals and will remove fewer animals from the range. This emphasis is expected to increase the number of fee waivers granted, but it will significantly decrease BLM's maintenance costs in 1987 and future years.

The following is a comparison of workloads for 1985, 1986, and 1987.

<u>Workload Measures</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-)</u>
					<u>from Base</u>
Herd management area plans implemented	28	9	8	8	---
Herd areas monitored	146	119	110	110	---
Animals removed	18,959	14,050	7,800	4,500	- 3,300
Animal disposition					
Adoption	9,554	9,350	9,500	13,500	+ 4,000
Sale	---	---	---	---	---
Deaths	1,500	1,400	760	600	-160
Animals maintained in contract corrals (average)	4,000	12,000	11,500	7,956	- 3,544
Animals titled	3,615	5,000	5,000	5,000	---
Compliance checks	400	400	400	400	---
Animals maintained (EOY)	10,000	14,000	10,600	3,466	- 7,134
Population (EOY)	50,420	45,368	44,210	47,510	+ 3,300

Distribution of change by object class

The object class detail for the proposed decrease of \$1,750,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	5	\$ 136,530
Personnel benefits		21,850
Travel and transportation of persons		60,000
Transportation of things		200,000
Other services		1,041,620
Supplies and materials		240,000
Equipment		<u>50,000</u>
Total		\$1,750,000

GRAZING MANAGEMENT

Objectives

The major objectives of the grazing management program are to:

- o Provide for the orderly use and administration of livestock grazing on public lands by issuing 27,500 grazing permits, leases, or adjustments under the principles of multiple use and sustained yield, consistent with appropriate stocking levels determined from the best available information;
- o Meet the court-mandated schedule for preparing and filing the remaining livestock grazing environmental impact statements (EIS's) by 1988;
- o Establish an ecological site data baseline for management decisions, monitoring studies and determining range condition and trend by 1991;
- o Categorize allotments through resource management planning and set priorities for management and development of areas designated for grazing (grazing allotments);
- o Develop and implement grazing management plans for "I" category allotments within 5 years following the land use or grazing EIS record of decision;
- o Encourage participative management with livestock operators who have demonstrated good rangeland management practices and provide incentives for private investments in range improvements on the public lands;
- o Conduct monitoring studies on 5,100 allotments to assist in determining proper stocking levels and to evaluate the effectiveness of management actions in achieving resource management objectives; and
- o Maintain cooperative programs with States and counties for noxious weed control on public lands.

Base program

Base funding for the grazing management program is \$30,515,000 and 775 FTE.

BLM issues about 27,500 grazing permits, leases or adjustments annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that depend on 170 million acres of public lands for all or part of their yearly forage requirement. Administration of the permits and leases includes supervision of the licensed annual use to ensure compliance with the stated numbers, time periods, terms, and conditions. Approximately 95 workyears are required to conduct this use supervision.

A court ruling on the Natural Resources Defense Council (NRDC) et. al. v. Morton et. al. case required BLM to prepare 141 grazing EIS's by 1988. By the end of 1986, 133 grazing EIS's will have been completed. Four EIS's are scheduled for completion during 1987 leaving only 4 more to be completed in 1988. Ecological site inventories will be conducted on 6 million acres to meet planning requirements for the EIS schedule as well as for baseline data to support monitoring. As a result of winding down the EIS schedule, base funding of approximately \$300,000 will be shifted from grazing EIS workload into monitoring.

The base program includes the continuing need to determine and adjust livestock grazing to appropriate levels in 1987. The Bureau will monitor 4,925 allotments with data collection needs varying by allotment depending on objectives. Monitoring provides a reliable mechanism for enabling the Bureau to determine the proper grazing level, make the adjustments, and evaluate the decisions. Once the basic vegetation resource is determined through ecological site inventories, monitoring is used to analyze the changes in range condition over time. Monitoring studies include forage utilization (a measure of the total amount of forage consumed by livestock, wildlife, wild horses, etc.), actual use (the number of livestock on the range), trends (changes in plant indicators such as frequency, density, etc.) and climate (measured precipitation). Monitoring efforts will continue to increase as EIS efforts decline.

At the base program level, 260 grazing plans will be developed. These plans are agreements that specify rangeland objectives and are developed as allotment management plans (AMP's). All plans are monitored to analyze changes in rangeland condition and to determine if objectives are being met.

Improvement of the public lands is accomplished through a policy of concentrating efforts and funds where the greatest need and potential for improvement exists. Grazing plans are developed and physical improvements made to provide improvement in range condition on those allotments where investments yield the highest returns as identified through an investment analysis procedure. Funding for improvements comes both from this program and from the "Range Improvements" appropriation. A total of 500 allotments will receive improvements in 1987, with approximately 75 improvements to be developed from funding in this subactivity.

The Bureau has reduced expenditures where improvement costs would be extremely high or where the existing management practices will maintain the presently acceptable conditions. The Rangeland Improvement Policy has encouraged private or other beneficiaries to contribute funds toward improvement of rangeland conditions and shifted maintenance responsibilities to the benefiting user. The Bureau is responsible for maintenance of land treatments and certain structural improvements.

The Public Rangelands Improvement Act (PRIA) of 1978 required the Forest Service and Bureau of Land Management to prepare a study of the 7-year trial grazing fee formula and report the findings to Congress. The study has been completed, and the final report will be submitted to Congress in February 1986. In the 1987 President's Budget, the grazing fee is continued at the current rate (\$1.35/AUM).

Noxious weed infestations, which pose health hazards to grazing animals and are unacceptable for agricultural uses, occur sporadically on the public lands throughout the Western United States. These infestations provide a second seed source for private lands and are the subject of various weed control efforts. Cooperative weed control efforts take place with BLM providing funding for 5 cooperative weed control projects with 5 States. Cooperation exists among BLM and other Federal agencies, States, and counties. Funding for these 5 projects provides annual control on about 130 sites as part of the base program.

Increase from 1987 Base

(dollar amounts in thousands)

	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Difference</u>
\$ (FTE-T)	30,515 (775)	30,860 (780)	+345 (+5)

An increase of \$345,000 and 5 FTE is proposed at the 1987 Estimate level.

The increase will be used to accomplish Range Improvement (RI) project planning, e.g., general reconnaissance, preliminary site analysis, environmental assessments (EA's), and cultural and threatened and endangered (T/E) species clearances related to expending RI funds. The Bureau has not been able to expend all RI funds in each year since 1982, and a carryover of about \$2,800,000 into 1987 is expected. Completion of RMP's and grazing EIS's has placed greater emphasis on the need for development of grazing plans and completion of on-the-ground range improvements. As a result, the Bureau has implemented a policy of using grazing management funds for project planning while relying on the Range Improvement Fund to finance actual project construction and development.

The following is a comparison of actual workloads for 1985 and estimated accomplishments for 1986, 1987 Base, and 1987 Estimate levels:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Inventory (000's acres)	8,400	8,200	6,100	6,100	---
EIS's completed (#)	19	13	4	4	---
Grazing plans (plans completed)	215	260	260	260	---
Monitoring (allotments monitored)	4,700	4,860	4,925	4,925	---
Lease and permit administration (# issued)	27,500	27,500	27,500	27,500	---
Project development (# developed)	223	75	75	75	---
Project maintenance (# maintained)	120	60	60	60	---
Weed control (# projects)	5	5	5	5	---

Distribution of change by object class

The object class detail for the proposed increase of \$345,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	5	\$ 136,500
Personnel benefits		21,800
Travel and transportation of persons		16,000
Transportation of things		60,000
Other services		75,700
Supplies and materials		35,000
Total		\$ 345,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Soil, Water, and Air Management

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$ (FTE-1)	16,391 (290)	15,686	16,299 (290)	14,469 (278)	-1,830 (-12)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Soil, Water and Air Mgmt.	16,391	-705	15,686

As a result of the \$705,000 PL 99-177 reduction, soil surveys will be reduced by 400,000 acres; watershed inventories will be reduced by 2.5 million acres; 2,000 less water sources will be quantified; and monitoring of watershed conditions will be reduced by 150 stations. This work is primarily labor intensive thus requiring the Bureau to decrease temporary employment and funding provided to USDA Soil Conservation Service for work done under cooperative agreement. In addition, watershed improvement projects will be decreased by 60; and maintenance of existing watershed projects will be reduced by 30. None of the work that would be deferred would threaten life or property. This work is primarily done by contract.

Authorization

43 U.S.C. 1701, 1711 P.L. 94-579 The Federal Land Policy and Management Act of 1976 provides for management of the public lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of public land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws.

43 U.S.C. 315 P.L. 73-482 The Taylor Grazing Act of 1934, as amended, provides for the study of erosion control and development of improvements necessary to maintain an increased water supply.

53 U.S.C. 404 P.L. 95-217 The Clean Water Act of 1977, as amended, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing best management practices for the control of non-point source pollution.

43 U.S.C. 1901 et seq. P.L. 95-514	The <u>Public Rangelands Improvement Act of 1978</u> provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends of public rangelands. Improvements include any program to provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife.
42 U.S.C. 201 P.L. 95-190	The <u>Safe Drinking Water Act Amendments of 1977</u> amended Section 2 of the Safe Drinking Water Act to require compliance with all Federal, State, or local statutes for safe drinking water.
43 U.S.C. P.L. 98-569	<u>Colorado River Basin Salinity Control Act Amendment of 1984</u>, amends Section 203 of the Colorado River Basin Salinity Control Act and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program and supply a corresponding report to Congress by July 1, 1987 and to undertake advanced planning on the Sinbad Valley Unit.
33 U.S.C. 467 P.L. 92-367	<u>National Dam Inspection Act of 1972</u>, requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection and regulation and coordination of responsibilities assumed by Federal agencies. BLM is responsible for collecting data on dams on public lands of 25 feet or more in height which impound 50 acre-feet of water or more.
16 U.S.C. 2001 P.L. 95-192	The <u>Soil and Water Resources Conservation Act of 1977</u> provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.
42 U.S.C. 7401-7642 P.L. 95-95	The <u>Clean Air Act of 1977</u>, as amended, requires BLM to protect air quality, maintain Federal-and State-designated air quality standards and abide by the requirements of the State implementation plans.
42 F.R. 26951 E.O. 11988	<u>Executive Order 11988, Floodplain Management</u>, May 24, 1977, provides for the restoration and preservation of natural and beneficial floodplain values on the public lands.
42 U.S.C. 6901 P.L. 94-580	The <u>Resource Conservation and Recovery Act (RCRA) of 1976</u> authorizes EPA, by regulation, to manage hazardous wastes on <u>active</u> disposal operations. The Act waives sovereign immunity so Federal agencies are subject to all State and local requirements developed under EPA's guidelines.

42 U.S.C. 9601
P.L. 96-510

The Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980, as amended, provides for liability, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed of. Federal agencies are also expected to require cleanup by responsible parties or to use direct appropriations for this purpose.

46 F.R. 42237
E.O. 12316

Executive Order 12316, Responses to Environmental Damage, August 14, 1981, assigns agency responsibility for hazardous waste spills, abatement actions and liability and financial responsibility.

43 FR 47707
E.O. 12088

Executive Order 12088, Federal Compliance with Pollution Control Standards, October 17, 1978, sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

Objectives

The major objectives of the soil, water, and air management program are to:

- o Conduct soil surveys to provide baseline data to ensure that management objectives and actions are consistent with resource capability and to meet the court-mandated grazing EIS schedule;
- o Provide soil, water and air resource information and technical expertise for use in planning, development, and management of BLM multiple-use programs such as energy, minerals, forest and range management;
- o Develop and maintain watershed improvements designed to reduce erosion, control salinity, minimize flood and sediment damage, and stabilize and improve riparian areas;
- o Provide for the legal availability of water of sufficient quantity and quality on public lands for multiple-use needs by filing for water rights in compliance with State law;
- o Ensure compliance with Federal, State, and local air and water quality standards and regulations in a practical, expeditious and environmentally sound manner; and
- o Identify and prepare land status assessments of hazardous waste sites to assess and rank their risks.

Base program

The FY 1987 Base funding level for the soil, water, and air management program is \$16,299,000 and 290 FTE.

This program provides basic data and technical expertise for soil, water and air resources and hazardous waste management. The program includes monitoring efforts to determine the effectiveness of BLM management programs on the public land watersheds and airsheds, and to determine if management actions and investments are achieving the intended objectives while meeting required water and air quality standards. Watershed planning, development, and maintenance provides for stabilizing soils, improving water quality through land treatment or development projects, reducing soil loss and erosion through placement of retention structures, and protecting public health and safety.

Hazardous waste management integrates and coordinates a range of activities needed for prudent management of hazardous wastes on public land and the protection of public health and safety from the effects of these wastes.

Watershed inventories will be completed on 7.5 million acres of public land. This baseline data provides information on soil erosion, sedimentation, and water quality and quantity. The results are used to determine watershed condition and to establish priorities for management actions resulting from land use planning.

Soil surveys which assess the productive capability of the land and provide interpretations of soil productivity will be completed on 5.6 million acres, which is adequate to meet the court-mandated grazing EIS schedule. By the end of 1987, 150 million acres of public land will be covered by soil surveys, which is 87 percent of the total targeted acreage.

In response to water rights adjudications in various Western States, BLM will be quantifying and identifying associated public land management uses on 6,200 water sources. This information will be used to file an estimated 5,000 water right claims in compliance with State law where adjudication of water for beneficial uses is being done.

The air program will operate 90 monitoring stations to provide data on climatic conditions and air quality for BLM planning and EIS efforts, and to support operational activities such as grazing, prescribed burning, smoke management, fire rehabilitation, and energy and minerals development. With increased use of prescribed burns in forest management and rangeland activities, more emphasis is being placed on modeling for smoke management.

As a cooperative member of the Interagency Task Force on Acid Precipitation, the BLM will spend \$100,000 to operate 15 acid rain monitoring stations in the Western United States. This is an increase of \$20,000 over 1986 and would result in 2 additional dry deposition monitoring stations. Data obtained from this effort is used to determine baseline conditions and to assess the significance of acidic deposition in support of the Federal Acid Rain Program objectives of determining nationwide trends and impact assessments.

The program also assesses needs, develops plans, and implements watershed improvement projects to control erosion, runoff, flooding, and salinity and to improve water quality. The 1987 program will emphasize maintenance of projects currently in good condition, correction of unsafe or deteriorating watershed conditions, and protection of human safety and property. BLM, as the primary beneficiary, has assumed maintenance of these projects. This is in line with the Bureau Rangeland Improvement Policy of assigning structural improvement maintenance to the benefiting parties.

Watershed monitoring will be conducted at 1,750 stations to determine if activity plan objectives are being met. Monitoring will also be conducted at 900 stations to determine changes in water quality and quantity in specific watersheds or sensitive environmental areas.

Construction of 280 new watershed improvement projects is the same level as 1986. Major emphasis continues to be placed on maintenance of existing projects. Activity plans following completion of land use planning are developed to ensure that funds are targeted to those areas of highest priority and where the greatest benefits can be derived.

The Bureau plans to continue to inspect and evaluate dam structures on public lands to ensure that they are safe and do not have the potential to endanger life or property. We plan to complete 10 rehabilitation projects on structures identified as needing repair.

Hazardous waste management program efforts are focused on developing program policies and procedures; finding, evaluating and initiating cleanup on the most pressing past problem sites; implementing systems to control current incidents; and developing procedures to reduce future risks and liabilities to BLM in connection with routine Bureau operations or permitting actions. It is Bureau policy that on sites where there is a known, viable responsible party, that party must pay the cost of any cleanup actions needed.

The 1987 hazardous waste management Base program is \$1,782,000. About half of the funds will be used for site inventory and identification, site assessment and ranking, cleanup studies and plans, limited-site cleanup, litigation support to recover costs and damages, and to maintain current levels of emergency response capability. Additionally, some of the funding will be used to respond to emergency cleanup situations such as illegal dumping of chemical wastes, abandoned cyanide containers, pesticide disposals, etc. An increase in emergency incidents due to illegal dumping is anticipated due to higher legal disposal costs and expanded regulatory efforts by EPA and the States. The remainder of the funds will be used to initiate hazardous waste control activities, develop policies and procedures needed to reduce future costs and liabilities, provide programmatic and safety training to BLM employees, and ensure compliance with the laws. No funding is included for major site cleanup.

Decrease from FY 1987 Base

(dollar amounts in thousands)

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$	16,299	14,469	1,830
(FTE-1)	(290)	(278)	(-12)

The decrease of \$1,830,000 and 12 FTE will result in reduced activity in various parts of the program.

Inventory of watershed condition will be reduced by 4 million acres and soil surveys by 600,000 acres. These inventories have been decreasing as planning and grazing EIS's phase down. The net effect will be to extend target dates for completion of the last remaining soil surveys from 1989 to 1991 which will not affect Bureau commitments to planning or the grazing EIS schedule.

The Bureau will reduce the number of sources quantified for water rights by 3,200. Reducing this effort will not adversely affect the Bureau's objective of providing legal availability of water for multiple use as the actual filing for water rights in compliance with State law is the most important aspect of the program, and the Bureau will be maintaining this portion of the program.

Reducing watershed activity plans will not adversely affect the program as plans have already been developed on the most critical areas. These plans provide the basis for funding of new improvements. Plans already written were selected by managers on the basis of correcting unsafe or deteriorating watershed conditions, and for protection of human health and property. In general, the Bureau will place emphasis on monitoring watershed conditions, maintaining existing projects, and constructing only those projects where the most benefit can be derived.

There will be no reduction to the hazardous waste management program which will be continued at the 1987 Base level.

<u>workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Inventory (000's acres)	9,620	7,500	7,500	3,500	-4,000
Soil survey (000's acres)	6,500	5,600	5,600	5,000	-600
Water rights					
sources quantified	7,995	6,200	6,200	3,000	-3,200
Air monitoring (# stations)	63	88	90	90	---
Watershed activity plans (#)	66	50	50	25	-25
Monitoring (# stations)	2,725	2,650	2,650	2,650	---
Watershed improvements (#)	385	280	280	105	-175
Project maintenance (#)	282	280	280	200	-80
Dam safety (# projects)	13	10	10	10	---
Hazardous waste:					
Inventory (000's acres)	40,000	7,000	7,000	7,000	---
Land status assessment (# sites)	70	85	85	85	---
Hazardous waste cleanup (# sites)	35	42	42	42	---

Distribution of change by object class

The object class detail for the proposed decrease of \$1,830,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	12	\$ 327,700
Personnel benefits		52,400
Travel and transportation of persons		50,000
Transportation of things		60,000
Printing and reproduction		10,000
Other services		914,900
Supplies and materials		65,000
Equipment		50,000
Land and structures		<u>300,000</u>
Total		\$1,830,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Wildlife Habitat Management

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	16,054	15,364	15,961	13,801	-2,160
(FTE-T)	(320)		(320)	(300)	(-20)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Wildlife Habitat Management	16,054	-690	15,364

As a result of the \$690,000 P.L. 99-177 reduction, the revision of 20 habitat management plans (HMP's) and Bureau involvement in 11 recovery plans for threatened and endangered (T/E) species will be deferred. Savings will be made from not hiring temporary employees to assist in such work. In addition, implementation of HMP's and recovery plans will result in decreases in contracted work for habitat improvement projects and maintenance on projects.

Authorization

43 U.S.C. 1701, 1751
P.L. 94-579

The Federal Land Policy and Management Act of 1976 identifies fish and wildlife development and utilization as a major use of the public lands; directs that the public lands be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Improvement funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat, and provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.

16 U.S.C. 715
P.L. 70-770

The Migratory Bird Conservation Act of 1929, as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.

16 U.S.C. 1531 et seq.
P.L. 93-205

The Endangered Species Act (ESA) of 1973, as amended, directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered (T/E) species and to help bring about their recovery.

16 U.S.C. 670 <u>et seq.</u> P.L. 93-452	The <u>Sikes Act of 1974</u> , as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.
43 U.S.C. 315 P.L. 73-482	The <u>Taylor Grazing Act of 1934</u> , as amended, provides for wildlife management on public lands.
43 U.S.C. 1901 <u>et seq.</u> P.L. 95-514	The <u>Public Rangelands Improvement Act (PRIA) of 1978</u> directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values.
42 F.R. 26951 EO 11988	<u>Executive Order 11988, Floodplain Management</u> (May 24, 1977) provides for the restoration and preservation of national and beneficial floodplain values on the public lands.
42 F.R. 26961 EO 11990	<u>Executive Order 11990, Protection of Wetlands</u> (May 25, 1977) directs that wetland and riparian habitats on the public lands be identified, protected, enhanced, and managed.
16 U.S.C. 3101 <u>et seq.</u> P.L. 96-487	The <u>Alaska National Interest Lands Conservation Act (ANILCA) of 1980</u> provides for the special designation of certain public lands in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on public lands by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.
30 U.S.C. 1201 <u>et seq.</u> P.L. 95-87	The <u>Surface Mining Control and Reclamation Act of 1977</u> provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.

Objectives

The major objectives of the wildlife habitat management program are to:

- o Conduct wildlife habitat inventories to provide data for resource management planning, preparation of habitat management plans (HMP's), and resolution of conflicts involving resource development and protection activities;
- o Prepare and implement HMP's to address fish and wildlife habitat development and protection needs identified through the land use planning process;

- o Monitor 868 plans or agreements to determine change or trend in regard to habitat development and protection objectives specified in activity plans; and
- o Ensure compliance with the statutory requirements of the Endangered Species Act (ESA) by conducting inventories of threatened and endangered (T/E) species habitat; assisting in the preparation of recovery plans and implementation of recovery plans and management plans; and monitoring habitats to ensure that objectives for T/E habitat development and protection are being met.

Base program

The base program of \$15,961,000 and 320 FTE provides for the protection and management of fish and wildlife habitat on public land, including habitats of T/E species of fish, wildlife and plants.

Two primary aspects of the BLM wildlife habitat management program are to provide pertinent data and expertise in land use decisionmaking processes, and to develop and protect wildlife and fish habitats on the public lands pursuant to the objectives specified in resource management plans (RMP's) and HMP's. Major workloads include habitat inventory, monitoring, HMP preparation, and habitat improvement project development and maintenance.

The need for doing extensive habitat inventories on public lands continues to decline while the need for conducting more intensive site- or species-specific inventories continues steady. At the 1987 base level, inventories covering approximately 9.5 million acres of wildlife habitat provide data for the preparation of grazing EIS's, RMP's, HMP's, and other activity plans with objectives involving habitat development or protection.

Monitoring efforts on habitat areas are increasing as more land use plans, grazing EIS's, and activity plans are completed. At the base level, 862 plans or agreements would be monitored to determine wildlife resources trend and assess progress toward meeting habitat development and protection objectives.

Sixty-six new HMP's can be written or updated as part of the base program. However, the Bureau's need for the preparation of new HMP's is declining while more emphasis is placed on implementation of projects in existing HMP's.

Approximately 570 habitat projects can be developed, and maintenance activity for nearly 1,200 existing projects is possible at the base level. Some of these accomplishments involve the use of contributed funds, materials, and labor from State agencies and private groups to help support BLM's habitat development efforts, such as the cooperative Desert Bighorn Sheep management program. The estimated total value of these contributions in 1987 is \$1,500,000.

The base program includes support for work on 12 research and development projects. Research projects are systematic, intensive investigations directed toward obtaining data needed to solve habitat development or protection problems faced by the Bureau. Developmental projects involve the orderly process of using research data and other available information to produce materials, devices, systems, or methods for habitat management.

In 1987, the public lands will provide part or all of the habitat requirements for approximately 135 T/E plant and animal species. Also, on the public lands there occur several hundred species listed by the Fish and Wildlife Service (FWS) as either proposed or candidate species, which means they are being considered for listing as threatened or endangered.

The Bureau's T/E species management program is designed to comply with the Endangered Species Act requirements to avoid jeopardizing T/E species and help bring about their recovery. The 1987 base level provides \$2,650,000 for T/E species work. Emphasis is on maintaining the collection of baseline data to implement management plans, and on activities to help prevent proposed or candidate species from being listed as threatened or endangered. The 1987 base can provide for inventory of 3.4 million acres of T/E species habitat. The data are used to ensure that Bureau actions do not jeopardize T/E species, while ensuring that other resource development programs move ahead without unnecessary delays. In addition, 225 RMP's, activity plans, T/E recovery plans, or other activity plans or agreements involving T/E species habitats can be monitored.

The 1987 base program includes BLM involvement in the preparation of 17 recovery plans. These plans, prepared under the auspices of the FWS, identify the work that must be accomplished to bring about de-listing and what each agency's responsibilities are in the recovery process. BLM then develops management plans to accomplish the Bureau's portion of the recovery efforts. At the base level, the Bureau can also prepare 20 management plans for T/E species that are not yet covered by a recovery plan and for selected proposed and candidate species, and provide support for implementing 89 T/E recovery and management plans.

Decrease from 1987 Base

(dollars in thousands)

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$	15,961	13,801	-2,160
(FTE-T)	(320)	(300)	(-20)

An decrease of \$2,160,000 and 20 FTE is proposed for 1987.

A reduction of \$860,000 can be made by decreasing the amount of extensive inventory work, reducing the number of new HMP's written by 44, and reducing the level of implementation and maintenance on HMP's involving non-crucial habitat. Deferring this work will not adversely affect habitats as HMP's have been developed on most of the critical areas, and managers have placed emphasis on implementing those plans. In addition, increased emphasis will be placed on monitoring the existing and new plans to ensure plan objectives are actually being met.

A reduction of \$1,000,000 in recovery and management plan implementation will not adversely affect the Bureau's meeting its requirements under the T/E Species Act. The Bureau will continue to inventory T/E species habitat to obtain baseline data on critical habitats at the base level and will increase monitoring to ensure that recovery plan implementation meets the objectives for species recovery.

The remaining decrease of \$300,000 can be obtained from a return to the pre-1985 level of funding for habitat improvement and maintenance work for the Desert Bighorn Sheep. Congress gave the Bureau this additional funding level in 1985 and 1986 to experiment with a matching fund program involving States and private organizations. Though this program has been fairly successful, it has served its purpose. The Bureau has completed the highest priority projects in current management plans, and believes that planning and development efforts benefiting Bighorn Sheep can now be handled within the regular Wildlife program.

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc.(+) or Dec.(-)</u>
Inventory (000 acres)	14,500	9,535	9,535	9,000	-535
Monitoring (# plans)	750	862	862	884	+22
HMP's written/revised (#)	67	66	66	22	-44
Projects developed (#)	570	570	570	420	-150
Projects maintained (#)	1,100	1,190	1,190	612	-578
Research and development projects (#)	16	12	12	12	---
T/E inventory (000 acres)	3,800	3,155	3,388	3,388	---
T/E monitoring (# plans)	200	225	225	244	+19
T/E plans written (# w/BLM involvement)	36	35	37	19	-18
T/E plans implemented	81	85	89	49	-40

Distribution of change by object class

The object class detail for the proposed decrease of \$2,160,000 is as follows:

	<u>FTE</u>	<u>\$ Amount</u>
Personnel compensation	20	\$ 546,000
Personnel benefits		87,000
Travel and transportation of persons		55,000
Transportation of things		80,000
Other services		900,000
Supplies and materials		150,000
Equipment		100,000
Lands and structures		<u>242,000</u>
Total		\$2,160,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Recreation Management

(Dollar amounts in thousands)

Program Elements		1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
Cultural Resources Management	\$ (FTE-T)	6,043 (125)	5,783	6,018 (125)	5,078 (120)	-940 (-5)
Wilderness Management	\$ (FTE-T)	7,280 (150)	6,967	7,254 (150)	7,254 (150)	--- (---)
Recreation Resources Mgmt.	\$ (FTE-T)	8,074 (190)	7,727	8,042 (190)	7,198 (180)	-844 (-10)
Total Requirements	\$ (FTE-T)	21,397 (465)	20,477	21,314 (465)	19,530 (450)	-1,784 (-15)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Recreation Management	21,397	-920	20,477

A reduction of \$920,000 will have the following program impacts:

- o The Anasazi Heritage Center, scheduled to open in 1986, will operate on a restricted schedule;
- o A long-range study of Fossil Forest will be deferred;
- o The printing and filing of 6 final wilderness environmental impact statements will be delayed;
- o Recreation permit compliance monitoring and patrol will be reduced; and
- o There will be a decrease in resource protection projects.

Authorization

43 U.S.C. 1701 et seq.
P.L. 94-579 The Federal Land Policy and Management Act (FLPMA) of 1976 identifies recreation as a major use of public lands, and

- requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain public lands in their natural condition; and provision for outdoor recreation, human occupancy, and use of the public lands;

- 43 U.S.C. 1711 - requires preparation and maintenance of an inventory of public land resources on a continuing basis;
- 43 U.S.C. 1712 - directs that areas of critical environmental concern be given priority in the inventory of public lands, in the development and revision of land use plans, and in applying special protective management;
- 43 U.S.C. 1781 - provides for the management of the California Desert Conservation Area and implementation of the Desert Plan; and
- 43 U.S.C. 1782 - requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the public lands having wilderness characteristics and submission of recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation (section 603(a)).
- 16 U.S.C. 432
P.L. 59-209 The Antiquities Act of 1906 provides protection of cultural resources on all Federal land and imposes penalties against those who excavate or appropriate these values without an antiquity permit.
- 16 U.S.C. 1271
P.L. 90-542 The Wild and Scenic Rivers Act of 1968, as amended, provides for the development and management of certain rivers under BLM's jurisdiction for recreational purposes.
- 16 U.S.C. 1241-
1249
PL 90-543 The National Trails System Act of 1968, as amended, establishes a national trails system which includes 20 trail segments under BLM's jurisdiction.
- 16 U.S.C. 1242
1243
P.L. 95-625 The National Parks and Recreation Act of 1978 establishes a number of national historic trails which cross public lands.
- 16 U.S.C. 460y
P.L. 91-476
P.L. 95-352 The King Range Act of 1970, as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.
- 16 U.S.C. 1131
et seq.
P.L. 88-577 The Wilderness Act of 1964 provides for the designation and preservation of wilderness areas.
- 42 U.S.C. 4321,
4331-4335, and
4341-4347
P.L. 91-190 The National Environmental Policy Act of 1969 established the continuing responsibility of the Federal Government to improve Federal programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice.
- E.O. 11593 Protection and Enhancement of the Cultural Environment directs all Federal agencies to inventory their historic and archaeological resources and to protect those properties that have been nominated to the National Register of Historic Places.

- 16 U.S.C. 470 P.L. 89-665 The National Historic Preservation Act of 1966, as amended, expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of approved actions on properties listed on or eligible for inclusion in the National Register of Historic Places.
- 16 U.S.C. 470aa, 470cc, and 470ee P.L. 96-95 The Archaeological Resources Protection Act (ARPA) of 1979 requires permits for excavation of sites and removal of artifacts, provides protection of federally administered archaeological resources, and encourages increased cooperation among Federal and private interests to increase data on archaeological resources.
- 16 U.S.C. 3101 et seq. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.
- 30 U.S.C. 1201 et seq. The Surface Mining Control and Reclamation Act of 1977 provides that lands may be declared unsuitable for surface coal mining where significant damage could result to "important historic, cultural, scientific, and aesthetic values . . . "

CULTURAL RESOURCES MANAGEMENT

Objectives

The major objectives of the cultural resources management program are to:

- o Process applications, issue FLPMA, Antiquity Act, and Archaeological Resources Protection Act (ARPA) permits to conduct archaeological, historic, and paleontological investigations on public lands, and monitor approved activities;
- o Provide appropriate levels of inventory and evaluation to support Bureau planning efforts;
- o Manage and protect the most valuable and most critically threatened cultural, natural history, and paleontological resources;
- o Provide for the scientific and educational aspects of archaeological, natural history, and paleontological resources, including hobby collection and site management; and,
- o Continue to develop cooperative agreements and volunteer programs for use in cultural resource, natural history, and paleontology inventory and protection efforts. Continue to develop and implement agreements with other Federal and State agencies and private entities.

Base program

Base funding for the cultural resources management program is \$6,018,000 and 125 FTE. Program responsibilities include the management of cultural resources, natural history, and paleontological programs for Bureau-administered lands and resources.

The program provides protection and management for more than half of all the cultural resources administered by the Federal Government. An estimated one-half million cultural resource properties are located on public lands, including campsites of the hemisphere's earliest inhabitants, prehistoric ruins, aboriginal rock art, early wagon roads, abandoned military posts, and historic ghost towns. In addition, BLM lands contain some of the most valuable natural science resources found on the Federal lands. These include a wide variety of areas having ecological, paleontological, and geological importance. Several statutes require BLM to locate, evaluate, and manage cultural and scientific resources on the public lands, to prevent or minimize unnecessary damage, and to accommodate appropriate uses of those resources by the scientific community and the general public.

Activity planning for cultural resources management involves developing management plans for areas of special cultural, natural, or paleontological significance and defining the most effective management for these areas. It also involves actual designation of special areas, cooperative management agreements, and project plans following completion of the Bureau's land use planning. It is anticipated that 15 sites will be nominated to the National Register of Historic Places during 1986 and 1987. Designated paleontological and natural history resources on public lands now include 60 research natural areas (RNA's), all or parts of 42 national natural landmarks (NNL's), 1 experimental ecological reserve, and 1 international biosphere reserve. Nearly 200 potential RNA's and NNL's are awaiting evaluation, planning decisions, and/or formal establishment. The BLM is actively pursuing cooperative agreements as well as the use of volunteers to increase its management capabilities for cultural, natural history and paleontological resources.

The National Historic Preservation Act (NHPA) directs BLM to take into account the effects of Federal undertakings on archaeological and historic sites. The Bureau has, therefore, developed a tiered inventory system to identify and evaluate properties. The system includes three classes of inventory: Class I, which is essentially a review and synthesis of existing information; Class II, which is a sample-type inventory used to characterize the nature and distribution of sites within a large area; and Class III, which is an intensive inventory designed to document surface features of sites. Proposed program regulations, developed in response to provisions included in 36 CFR 800.11, when final, will emphasize BLM's site evaluation system. These regulations will allow BLM to categorize sites by their management, interpretative, or scientific values, rather than the general criteria designed for the National Register of Historic Places.

In related areas, efforts continue to upgrade the quality of the cultural and paleontological resources program data bases for support of planning and project review and authorization. All BLM State offices have initiated programs to develop or upgrade existing information systems, largely through automated methods, to help define the location, extent, and sensitivity of sites on public lands. This effort is an important step in improving BLM's cultural resources management capabilities. Emphasis will also be continued on collecting existing information about known paleontological sites, which is critical to determining management and protection needs.

The Bureau will continue its efforts to carry out ARPA, the Antiquities Act, and FLPMA by reviewing and issuing permits. While the number of permits issued for archaeological and historic work will probably remain at the current level, the number of projects, specific work authorizations, and monitoring needs will most likely increase to meet specific land use demands.

Approximately 455 permits will be issued in 1987 for cultural resource research and consultation work, 60 for paleontological research, and 70 for scientific and educational use of caves. Archaeological and historic work will be approved through the issuance of permits under section 302 of FLPMA for noncollection surveys and under ARPA for surveys where sites are excavated and materials collected. The scientific permitting workload of the Bureau's paleontology program is expected to increase slightly by 1987.

Over 85 percent of all cultural resource work currently approved under ARPA, the Antiquities Act, and FLPMA is conducted on BLM-administered lands. In 1985, the Bureau implemented a new program for issuing archaeological, historic, and paleontological permits to private companies and research institutions. Responsibility for reviewing applications, approving proposed work, and monitoring permit compliance now resides with BLM field offices under this new system. This program change allows BLM to work directly with researchers and contractors undertaking cultural resource work in support of energy and land use initiatives. The Bureau is also required to provide for the management and collection of fossils as a legitimate recreational use as a result of increasing interest in these resources. Therefore, hobby collection of fossils by the public will require some control and surveillance to ensure that scientifically significant fossils are not removed or vandalized and that resources are not depleted by overzealous use. In 1985 and 1986 the Bureau has supported a National Academy of Sciences 2-year study on paleontology to investigate threats to scientifically significant fossils and develop criteria to be used in mitigating impacts.

For sites in need of a substantial, long-term protection effort, a specific management plan is often developed addressing the nature of the resource, scope of the problem(s), and proposed management solutions. Activity plans discuss a variety of protection actions that can be pursued, such as installation of signs and interpretative displays, stabilization of decaying ruins, or the erection of physical barriers to prevent further destruction. However, many sites are in need of small scale, interim measures designed to prevent imminent destruction resulting from natural or man-made factors. These measures are short-term in nature and not usually covered by an approved plan. In these cases, emphasis is placed on deterring site vandalism in an attempt to maintain the integrity of resources for further scientific study and public enjoyment.

It is anticipated that the Anasazi Heritage Center, a joint BLM and Bureau of Reclamation venture in southwestern Colorado will open during calendar year 1986. In addition to providing interpretative services and information for the public, another main purpose of the Center is to provide a curatorial facility and reference source for students of the Anasazi culture.

A major problem in cultural resources management continues to stem from the growing interest in and commercial value of artifacts, which has given rise to a sophisticated supply network and lucrative black market. During 1985, the Bureau documented over 100 cases where pothunters had deliberately damaged cultural sites on public lands to obtain artifacts for either profit or private collections. During the past two years, vandalism to important Anasazi sites

located in southeastern Utah and southwestern Colorado has escalated sharply; and recently there have been reports of increased vandalism of sites in northwestern Arizona. BLM has increased its program support for law enforcement activities and site monitoring in these and other areas in an attempt to curtail this dramatic rise in site destruction. In several States, BLM has recently developed programs aimed at increasing public awareness of the serious impacts on our Nation's cultural heritage resulting from illegal site disturbance and removal of artifacts.

Decrease from 1987 Base

(dollars in thousands)

	<u>FY 1987</u> <u>Base</u>	<u>FY 1987</u> <u>Estimate</u>	<u>Difference</u>
\$	6,043	5,078	-940
(FTE-T)	(125)	(120)	(-5)

A reduction of \$940,000 and 5 FTE can be achieved with the following program changes:

- o Activity planning will be delayed on 10 lower priority sites. The development of the long-range study of the Fossil Forest in New Mexico will be delayed. This is an 8-year study, however, and some delay or slow down should not jeopardize meeting the deadline. The area is covered by regulation. There will be a reduction of 1,130,000 acres of lower priority inventory. Generally this represents a reduction in nonproject specific inventory such as data encoding work and literature searches.
- o Implementation of cultural resource management plans will be delayed, and cultural resource sites will continue to be protected with interim protection measures. Existing protection measures could probably be maintained at most sites with some slight adjustments in emphasis. As an example, the State of Arizona has proposed an interagency task force approach to vandalism problems associated with archaeological resources in the northwestern part of the State. Interim protection in other significant cultural resource areas can be maintained at or near existing levels.
- o Operating costs for the Anasazi Heritage Center will be reduced by limiting the hours and/or days that the facility is open. A schedule will be developed that will attempt to minimize inconvenience for the public or the professional user of the facility.

The Bureau will continue to rely on the use of volunteers and the development of cooperative agreements to assist in the improvement of cultural, paleontological and natural history resources on the public lands.

The following is a comparison of actual 1985 accomplishments and planned workloads from 1986 through the 1987 Estimate level:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Inventory (000's acres)	4,373	8,130	8,130	7,000	-1,130
Research and development	1	1	1	---	-1
Activity planning	67	72	72	62	-10
Permits	560	585	585	585	---
Resource stabilization/ protection (# protected)	103	146	146	136	-10

Distribution of change by object class

The object class distribution for the decrease is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	5	\$137,000
Personnel benefits		22,000
Travel and transportation of persons		40,000
Transportation of things		20,000
Communications, utilities, and miscellaneous charges		10,000
Printing and reproduction		5,000
Other services		626,000
Supplies and materials		30,000
Equipment		<u>50,000</u>
Total		\$940,000

WILDERNESS MANAGEMENT

Objectives

The major objectives of the wilderness management program are to:

- o Prepare activity plans and manage wilderness areas designated by Congress in accordance with established regulations and guidance.
- o Conduct interim management on wilderness study areas (WSA's) pending completion of wilderness environmental impact statements (EIS's)/wilderness study reports (WSR's), suitability recommendations, and congressional action;
- o Continue progress on wilderness study reports and wilderness environmental impact statements, including areas added as a result of Sierra Club v. Watts litigations, to meet the October 21, 1991, congressionally mandated deadline.
- o Coordinate with the Geological Survey (GS) and Bureau of Mines (BM) on mineral surveys conducted in support of the wilderness program. Initiate new mineral surveys for all remaining preliminary suitable WSA's in order to meet the October 21, 1991 congressionally mandated deadline.
- o Emphasize and pursue the use of volunteers and cooperative management agreements to augment interim management and wilderness management responsibilities.

1987 program

The 1987 Estimate for the wilderness management program is \$7,254,000 and 150 FTE.

The wilderness review program consists of several processes by which wilderness or potential wilderness is identified, studied, protected, and managed. Portions of the program have been completed or are nearing completion, while others are expanding as the wilderness review process matures. A description of the main components of the wilderness management program is provided below.

Inventory

Wilderness inventory in the Western States (excluding Alaska) was completed in November 1980. Of the approximately 174 million acres inventoried, 150 million acres were found to lack wilderness characteristics and were released from further wilderness review. Some 25 million acres in 861 separate tracts were identified as wilderness study areas. Areas deleted from wilderness study by former Secretary Watt have been returned to wilderness review as a result of the decision in Sierra Club v. Watt.

BLM's wilderness review responsibility in Alaska was modified by the Alaska National Interest Lands Conservation Act of 1980, which exempted BLM lands in Alaska (including Halibut Cove) from wilderness review. An exception to this exemption was the direction for BLM to conduct a wilderness review by December 1988 on a gross area of approximately 4.5 million acres in the Central Arctic Management Area. A cursory inventory was completed in 1982.

Study (Plan Amendments, EIS's)

About 50 percent of the 24.8 million acres of land under wilderness review are expected to have final wilderness EIS's filed by 1987. This includes 1.6 million acres of WSA's which were reinstated into the study process by the Sierra Club v. Watt litigation that will also require plan amendments and wilderness EIS's. Areas found to have wilderness characteristics are studied to evaluate all potential resource values and uses. On the basis of these studies, BLM will develop recommendations for the Secretary on the suitability or unsuitability of each WSA for inclusion in the National Wilderness Preservation System. The study process is integrated with BLM's planning system, and workloads are determined by the land-use planning schedule. Appropriate environmental impact statements and wilderness study reports are developed, reviewed, and transmitted for approval and decision.

Wilderness study areas are being evaluated in detail to determine whether they are suitable for preservation as wilderness areas or should be released for nonwilderness uses. BLM's wilderness studies are guided by the Wilderness Study Policy, published in the Federal Register on February 3, 1982. The document contains the planning criteria that are being used for recommendations on the suitability or unsuitability of wilderness study areas for wilderness designation.

Interim Management

Section 603(c) of FLPMA also requires BLM to manage any lands under wilderness review to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values, maintain valid existing rights, and allow "grandfathered"

mining, mineral leasing, and grazing activities to continue until final wilderness suitability determinations have been made. Special emphasis has been placed on the monitoring of ongoing actions within wilderness study areas to ensure that wilderness values are not impaired or unnecessarily degraded.

On April 6, 1981, the BLM Director revised the IMP to recognize all mineral leases issued prior to approval of FLPMA as having valid existing rights, thus making them eligible for full development consistent with the rights conveyed, despite the wilderness study status of the lands involved. This change was published in the Federal Register on July 12, 1981 (48 FR 31854). In December 1982, the Secretary directed that there be no mineral leasing or permitting in BLM wilderness study areas until action is taken on their status, but that existing rights should continue to be recognized.

Wilderness Management/Wilderness Area Management Planning

Management of BLM-administered lands designated by Congress as wilderness will be guided by the regulatory procedures for management for designated wilderness areas, published in the Federal Register on February 25, 1985. The final rule-making became effective on March 25, 1985, and is codified at 43 CFR 8560. Wilderness area management plans are developed on an interdisciplinary basis for designated wilderness areas. These plans will provide the most effective level of management for each area.

Twenty-three units of public lands administered by BLM and the Forest Service have been designated as wilderness. Four of these units are contiguous to national forest lands designated as wilderness, and administration of three of these wilderness areas was assigned to the Forest Service (FS) by Congress. The 23 units are listed in the following table:

<u>State</u>	<u>Wilderness Name</u>	<u>Year Designated</u>	<u>Public Law No.</u>	<u>Administering Agency</u>	<u>Acres</u>
Arizona	Aravaipa Canyon	1984	98-406	BLM	6,670
	Cottonwood Point	1984	98-406	BLM	6,500
	Grand Wash Cliffs	1984	98-406	BLM	36,300
	Kanab Creek	1984	98-406	BLM	8,850
	Mt. Logan	1984	98-406	BLM	14,600
	Mt. Trumbull	1984	98-406	BLM	7,900
	Paiute	1984	98-406	BLM	84,700
Arizona/ Utah	Paria Canyon				
	Vermillion Cliffs	1984	98-406	BLM	110,000
	Beaver Dam Mountains	1984	98-406	BLM	19,600
California	Santa Lucia	1978	95-237	FS	1,733
	Ishi	1984	98-425	BLM	240
	Machesua Mountain	1984	98-425	BLM	120
	Trinity Alps	1984	98-425	BLM	4,623
	Yolla Bolly- Middle Eel	1984	98-425	BLM	8,500
Idaho	River of No Return	1980	96-312	FS	720
Montana	Bear Trap Canyon (Part of Lee Metcalf Wilderness)	1983	98-140	BLM	6,000
New Mexico	Bisti	1984	98-603	BLM	3,968
	De-na-zin	1984	98-603	BLM	23,872
Oregon	Hells Canyon	1984	98-328	BLM	1,038
	Oregon Islands	1978	95-450	BLM	5
	Table Rock	1984	98-328	BLM	5,500
	Wild Rogue	1978	95-237	FS	10,160
Washington	Juniper Dunes	1984	98-339	BLM	7,140
Total					368,739

The 1987 program reflects the transition from the study phase of the program (involving the preparation of EIS's and study reports) to the management phase for wilderness areas designated by Congress. Workload emphasis within the program is shifting from the study phase to the increasing requirements of wilderness area management. The program also continues the commitment to interim management and protection of areas under review for wilderness designation.

Resource Protection/Rehabilitation

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the Bureau rehabilitates damages in wilderness. These damages may have been the result of unauthorized activities within the wilderness area including mining, off-road vehicle use, unauthorized road construction and others. Some of the activities may have occurred prior to inclusion of an area within the wilderness review process. Other activities may have been conducted after an area was included in the study process and discovered through interim management.

The following workload table compares actual 1985 accomplishments with planned accomplishments for 1986 and 1987:

<u>Workload Measure</u>	<u>FY 1985</u>	<u>FY 1986</u> <u>Actual</u>	<u>FY 1987</u> <u>Estimate</u>	<u>Estimate</u>
Inventory (000 acres)		40	---	---
Plan amendments (#)		22	37	14 <u>1/</u>
Environmental impact statements (#)		24	31	26 <u>1/</u>
Interim management (000's acres)		24,822	24,822	24,822
Wilderness area management Plans (#)	6	15	2	
Wilderness area management (# of areas)		23	23	23
Resource protection rehabilitation projects (#)		8	12	12

RECREATION RESOURCES MANAGEMENT

Objectives

The major objectives of the recreation resources management program are to:

- o Provide management and visitor assistance in 25 of the Bureau's intensively used and nationally significant special recreation management areas;
- o Provide resource protection by continuing the BLM ranger/program (with law enforcement authority) in the California Desert Conservation Area (CA), King Range National Conservation Area (CA), Lower Colorado River (AZ), Birds of Prey Area (ID), Red Rock Canyon Recreation Lands (NV), Rio Grande Wild and Scenic River (NM), Fort Meade Recreation Area (SD), Rogue Wild and Scenic River (OR), and the Grand Gulch Area (UT);
- o Facilitate private sector use of public recreation resources, provide revenues to the Federal Government, and protect resources by issuing special recreation permits and recreation concession leases to individuals and commercial recreation and tourism organizations operating on the public lands;

1/ Final EIS's and plan amendments are projected to be completed and filed in 1988 and 1989. Accomplishments associated with the decision in the Sierra Club v. Watt litigation will be reported in the outyears.

- o Place continued reliance on volunteer efforts, contributed funds and cooperative management agreements to achieve planned recreation management objectives;
- o Develop cooperative management agreements, prepare recreation area management plans and participate in interagency planning in high priority, intensively used areas of national significance; and,
- o Continue ORV designations and implementation plans for all public lands.

Base program

Base funding for the recreation resources management program is \$8,042,000 and 190 FTE.

Public demand for recreational use of Federal lands has been rising, and this trend is expected to continue through 1987. In 1984, there were over 27 million visits to Bureau-administered lands (excluding western Oregon) which totaled over 210 million visitor hours of public land recreational use. The Bureau also manages more than 300 recreation sites (33,600 acres) which include approximately 12,000 picnic and camping family units. In 1984 collections for permit areas, concessions, and fee sites totaled over \$727,000. In 1984, the Bureau began reporting only visits associated with special recreation management areas and not visits to all public lands (due to the difficulty and unreliability of reporting extensive area use).

The Bureau plans for outdoor recreation use in response to issues, concerns, and problems identified in the resource management planning process. The Bureau uses the recreation opportunity spectrum (ROS) to inventory recreational resources. This system provides a uniform framework for inventory and analysis of recreation resources and uses through all phases of planning. The ROS provides for the identification of recreation opportunities, settings, and activities while also recognizing that the public land users differ in their needs and the experiences they desire. In this context, the Bureau identifies, inventories, and evaluates public recreation needs and recreation resources on the public lands to determine the allocation of resources for recreation and the extent of required services and management.

Activity planning is the generic category which includes recreation area management planning, ORV designation work, interagency planning and coordination, and development of major cooperative management and volunteer agreements.

Many unique public land recreation opportunities are made available to the public through the issuance of permits to: (1) private individuals, (2) commercial operators, (3) organizers of competitive events, and (4) promoters of large ORV events. This is an essential Bureau function because the accompanying monitoring and compliance activities provide the Bureau's main capability to control use and aid resource protection in many areas. The public is also well served through the permitting of commercial operators; otherwise, many people who lack the equipment or the "know how" to function in wild environments would truly be "locked-out" of many public land recreation opportunities.

Commercial recreation use and competitive events on the public lands also have important economic implications for communities and private industry. They generate significant economic returns for communities and regions, especially around major Western rivers and in the California Desert and southern Nevada.

Outfitters and guides alone contribute \$50-60 million annually to the economy of Western States, with a major segment of this value being derived from recreational activities involving BLM-administered lands. Issuance of permits also provides a direct monetary return to the Federal government.

On the bulk of the public lands, the Bureau only needs to facilitate those extensive recreation uses such as hunting, fishing, rockhounding, four-wheeling, camping and other back-country activities by providing maps and information on the availability of these recreation opportunities and through the issuance of permits for commercial recreation and tourism operations.

The Bureau focuses most of its recreation management on about 5 percent of the public lands (150 individual sites) where more intensive recreational use requires Bureau involvement through direct supervision of use activities. This phase of the program includes management of 14 national wild and scenic rivers; 340 outstanding natural areas; 20 designated recreational, historic, and scenic trails; the White Mountains National Recreation Area (Alaska); the East Mojave National Scenic Area; and major portions of the California Desert and King Range (California), and Steese National Conservation Areas (Alaska). Other intensively used areas include whitewater rivers, developed camping and picnicking sites and designated ORV areas.

An important component of the program involves providing an on-the-ground management presence in the nationally significant recreation management areas. The base program provides for rangers (with delegated law enforcement powers) and visitor service specialists in the California Desert; rangers in other selected areas of California, Arizona, Nevada, Utah, Idaho, Oregon, and New Mexico; and seasonal visitor management specialists in other more intensively used recreation management areas. In the States cited above, BLM rangers add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence or resource-trained personnel in these areas. The presence of BLM rangers trained in law enforcement and use supervision is needed in special areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass and enclosure problems, and to help provide user safety.

Resource protection is a component of the program that prevents degradation or damage to resources from recreation-oriented activities. A major share of BLM recreation resource protection projects involve off-road vehicle use and include the installation of barriers, fences, and interpretative or restrictive signs. In addition, resource protection includes mitigation of adverse impacts from nonrecreation activities through stipulations in leases and permits.

Where sites and activities are more significant on a local rather than a national basis, the Bureau continues its efforts to evaluate these functions and to seek shared management responsibility, transfer, or termination of its role in providing such facilities or services. The Bureau also continues actively to encourage voluntary contributions of services, money, material, labor and other expertise to aid its recreation management and maintenance efforts. In the past, many conservation organizations, conservation and recreation groups, and public service organizations have assisted the BLM through a variety of volunteer efforts and cooperative arrangements in sharing management responsibility. The volunteer program in the BLM has grown from 2,044 volunteers contributing 82 workyears and \$995,000 of work value in 1982 to 4,771 volunteers contributing 180 workyears and \$3,181,000 of work value in 1985. Approximately 30 percent of these volunteer benefits relate to the recreation resources management program.

In an effort to expand joint efforts of this nature, BLM has provided direction to field offices for recreation management efforts in the cooperative management agreement (CMA) program. This supplements existing cooperative efforts by encouraging specific written agreements outlining management, improvement, or project development in specific areas. Examples of use of CMA's and of volunteers in recreation resources management include the agreement with the National Speleological Society and the Cave Management Research Foundation to provide cave management assistance on a nationwide basis and the agreement between the Bureau and the Friends of Red Rock Canyon to provide assistance in managing the Red Rock Canyon Visitor Center and interpretative programs.

Included in the 1987 Estimate is \$80,000 for the Bureau's contribution to the support of the President's Commission on Americans Outdoors.

Decrease from 1987 Base

(Dollars in thousands)

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$	8,042	7,198	-844
(FTE-T)	(190)	(180)	(-10)

The proposed decrease of \$844,000 is possible without significantly impairing the quality of the Bureau's recreation management program. Unit costs are expected to decrease in the area of permit management since both the applicants and the agency will be more familiar with the procedures requiring recreation use permits. There will be some reduction in permit monitoring. This will be possible because BLM will have better knowledge of the applicants who have previously held permits, and the permittees themselves will have a better understanding of the stipulations. Thus, BLM monitoring can be concentrated on reported violations on and monitoring new permittees.

In addition to a reduction in permit monitoring, other surveillance and patrol activities will be similarly reduced. These reductions can, in part, be accomplished because the BLM will be able to better define those areas and sites where frequent patrol is necessary as opposed to those where less frequent random or seasonal patrols are most effective.

There will be a small decrease in activity planning and in resource protection projects in areas considered to be the least critical. The reduction in plans completed is possible because, sufficient information is usually available, in the absence of a completed plan, to allow a manager to determine any appropriate interim protective measures needed. Interim protection is frequently used because unforeseen circumstances initiated outside the Bureau result in a need for prompt action.

The BLM will continue to emphasize the utilization of volunteers and the development of cooperative agreements to enhance the management of recreation resources on the public lands and to improve cost effective use of available resources.

The following is a comparison of workloads from 1985 through the 1987 Estimate level:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc.(+) Dec.(-) from Base</u>
Inventory (000 acres)	8,038	3,559	3,559	3,559	---
Environmental impact statements (#)	1	5	3	1	-2
Activity plans (#)	105	78	94	83	-11
Permits issued (#)	6,600	6,326	6,676	6,676	---
Visitor services (8-hour patrol units)	6,776	7,212	9,319	7,719	-1,600
Resource protection projects (#)	213	230	278	268	-10

Distribution of change by object class

The object class detail for the decrease of \$844,000 and 10 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	10	\$273,000
Personnel benefits		44,000
Travel and transportation of persons		100,000
Transportation of things		20,000
Other services		357,000
Supplies and materials		<u>50,000</u>
Total		\$844,000

Justification of Program and Performance

Activity:	Renewable Resources Management
Subactivity:	Fire Management

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	8,824	8,444	8,248	8,847	+599
(FTE-1)	(140)		(140)	(145)	(+5)

Impact of Public Law 99-177

	1986 Enacted to Date	PL 99-177 BA Cancellation	1986 Adjusted Approp.
Fire Management	8,824	-380	8,444

As a result of P.L. 99-177, \$380,000 of the cost of implementing the Initial Attack Management System (IAMS) Phase II will be deferred. More specifically, the procurement and installation of planned remote automated weather stations (RAWS) will be delayed; and the replacement of telecommunications subcomponent parts for the automatic lightning detection system (ALDS) will be decreased.

Authorization

43 U.S.C. 1748 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> provides for protection of public lands and resources from destruction by fire.
16 U.S.C. 594 P.L. 87-315	The <u>Timber Protection Act of 1922</u> provides for mutual aid in fire protection.
42 U.S.C. 1856	The <u>Reciprocal Fire Protection Agreement Act of 1955</u> provides authority for mutual aid in fire protection.

Objectives

The objectives of the fire management program are to:

- o Establish, review, revise and implement the Bureau's Normal Fire Year Plan (NFYP) which contains program objectives and resource requirements for both the fire management and the firefighting and rehabilitation programs to conduct wildland fire protection and emergency presuppression actions by the Bureau, including the following:
 - Providing the optimum mix of trained personnel, logistical support, and communication systems to minimize the overall cost of wildfire in dollars, resource damages, and lives lost by reducing the number of fires that burn more than 10 acres from an annual average of 375 fires to 200 to stay within the 380,000 acre maximum average loss that can be sustained without disrupting resource utilization and management;

- preventing an increase in the number and intensity of person-caused fires;
 - providing mutual assistance to other Federal and State agencies when wildland fires escape their initial control efforts;
 - training and deploying a total of 91 smokejumpers during the strength of force (SOF) emergency presuppression period in Alaska, California and the Great Basin in order to move firefighters to remote fires before the fires reach 10 acres in size; and
 - having approximately 350 fire engines and engine crews, 19 airtankers, 33 helicopters and helitack crews, and approximately 2,000 seasonal firefighters trained, equipped and deployed during the SOF period to initially attack the annual average of 2,960 fires that occur throughout Alaska and the Western United States.
- o Cooperate with other fire agencies by developing coordinated and mutually-beneficial fire management systems;
 - o Detect potential lightning fire areas and disseminate information to over 50 field office locations to expedite fire suppression force deployment -- forces will be deployed so initial attack can be made within 30 minutes of the reported lightning fire;
 - o Develop a two-fold prevention program to reduce the number of person-caused fires and person-caused disaster fires on BLM-administered lands by 10 percent annually; and
 - o Provide technical guidance for the use of fire as a management tool to enhance or obtain resource management objectives.

Base program

The Base program level for 1987 in the fire management program is \$8,248,000 and 140 FTE.

BLM's fire program is divided into two broad categories. The fire management subactivity provides program management, equipment, and information and is relatively consistent from year-to-year. The other category is "firefighting and rehabilitation" which covers the fire presuppression, firefighting, and rehabilitation expenditures that vary from year to year with the actual occurrence and severity of fires during the fire season. The firefighting and rehabilitation program is discussed under that subactivity elsewhere in the Justifications.

The fire management program shares the basic BLM purpose of protecting and enhancing the natural resources of the public lands to preserve their multiple-use capability to meet the Nation's resource requirements. Specifically, BLM is responsible for protecting property and natural resources on the 340 million acres of public lands managed by BLM from the destructive effects of wildfire, and for managing the fire use program ("prescribed burning") to ensure that resource objectives are met and that the fire is controlled and used safely.

BLM carries out its responsibilities on lands administered by BLM and on some lands of other Federal, State, and private agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some State agencies; and by entering into contracts with State and Federal agencies for protection of approximately 6 million acres of public land.

BLM also operates a large, inter-agency fire support center at Boise, Idaho, in cooperation with the Forest Service and other Interior agencies. This center, the Boise Interagency Fire Center (BIFC), provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and when the local agency requests assistance. Also housed at BIFC is the national fire radio cache and the BLM fire training development center.

During the mid-1960's and early 1970's, BLM pursued a course which emphasized the need for increased efficiency in combating the "disaster fire." The culmination of this effort was achieving full operation of the Boise Interagency Fire Center. By 1972, BLM had revised its priorities and had begun to increase its detection and initial attack capability. Full implementation of the Normal Fire Year Plan and the Initial Attack Management System (IAMS) is now projected for the late 1980's.

The priority accomplishments planned at the Base funding level are as follows:

- o Fire forces will be trained, equipped and dispatched for planned suppression of the annual average of 2,960 fires;
- o BLM will operate and maintain its share of the BIFC programs in fire preparedness, logistical support, training and communications;
- o BLM will provide its pro-rated share of base program costs for the Alaska Fire Service (AFS);
- o Phase II of the three-phase IAMS will be nearly implemented (see IAMS section below and impact of P.L. 99-177 above); and
- o Operation and maintenance for Phases I and II of the IAMS will be provided (see IAMS section below).

Alaska Fire Program (AFP)

The Alaska fire program base needs have remained at about \$1,700,000 since 1979. In 1983, the Bureau's allocation to Alaska was reduced to \$1,000,000 when the State of Alaska began to provide \$700,000 through a cooperative protection agreement, and the Alaska fire program base level was maintained. Effective in 1986, State of Alaska funding will no longer be available in the base program.

By virtue of a Secretarial order, BLM provides fire protection to all Department of the Interior lands in Alaska and to applicable Native lands transferred under the Alaska Native Claims Settlement Act. This amounts to about 197 million acres of area to protect. As a result of the withdrawal of State of Alaska funding, funding to cover the base program will no longer be available at earlier levels which could severely reduce protection capability. Therefore, starting in 1987, the BLM will receive reimbursement of a portion of AFS base

funding requirements from sister bureaus of the Department which benefit from the AFS program. The base program for the Alaska Fire Service is planned at \$1,500,000 which includes the results of BLM organizational realignments/savings, yet maintains fire protection capabilities. Funding would be derived from the bureaus of the Department as follows:

Bureau of Land Management	\$1,000,000
Fish and Wildlife Service	340,000
National Park Service	150,000
Bureau of Indian Affairs	<u>10,000</u>

Total Base, Alaska Fire Service	\$1,500,000
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Initial Attack Management System (IAMS)

The Bureau's base program provides funding for Phase II of IAMS (\$800,000), which will only be partially completed and implemented in 1986. The \$800,000 is being used to complete procurement, testing, and installation of 53 Level I Remote Automated Weather Stations (RAWS) in field locations and 35 million acres of fuels mapping.

The Phase I and Phase II development and implementation funding was used for acquisition of the system, to pay for initial data line transmission costs of the RAWS, and the central computer system. IAMS planning began in 1981; Phase I had been completed by 1984; and Phase II is planned for completion in 1986-1987. Until now, limited funding has been needed for operation and maintenance since the system was not operational.

Increase from 1987 Base

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$	8,248	8,847	+599
(FTE-1)	(140)	(145)	(+5)

An increase of \$599,000 and 5 FTE from the 1987 Base is needed to operate and maintain the IAMS in place, and would be used as follows:

- Routine testing, calibration, and operation of the IAMS hardware, automatic lightning detection system (ALDS) stations, RAWS, field located graphic terminals and the central computer;
- Routine replacement and maintenance of subcomponents on 28 ALDS, 106 Level I RAWS, 22 graphic terminals and the central computer system;
- Management and maintenance of system software and computing models; and
- Data transmission costs (telecommunications) for both land line and satellite communications for ALDS and RAWS data to the central computer and to field located graphic terminals.

Annual operation and maintenance costs for the complete IAMS are estimated to be approximately \$1,341,000 after the complete system is in place.

Schedule of IAMS Costs

\$000

	<u>Actual</u>		<u>Estimated by Year</u>		
	<u>FY 1983</u>	<u>FY 1985</u>	<u>FY 1986</u>	<u>FY 1987</u>	<u>Outyears</u>
Development & Implementation					
Phase I (\$1,950)	1,950	---	---	---	---
Phase II (\$2,200)	---	---	1,400	800	---
Phase III (\$2,495)	---	---	---	---	2,495
Annualized Operation & Maintenance Costs	---	---	---	599	1,341
Annualized Suppression Cost Savings	---	540	540	2,000	5,000

Distribution of change by object class

The object class detail for the proposed increase of \$599,000 and 5 FTE is as follows:

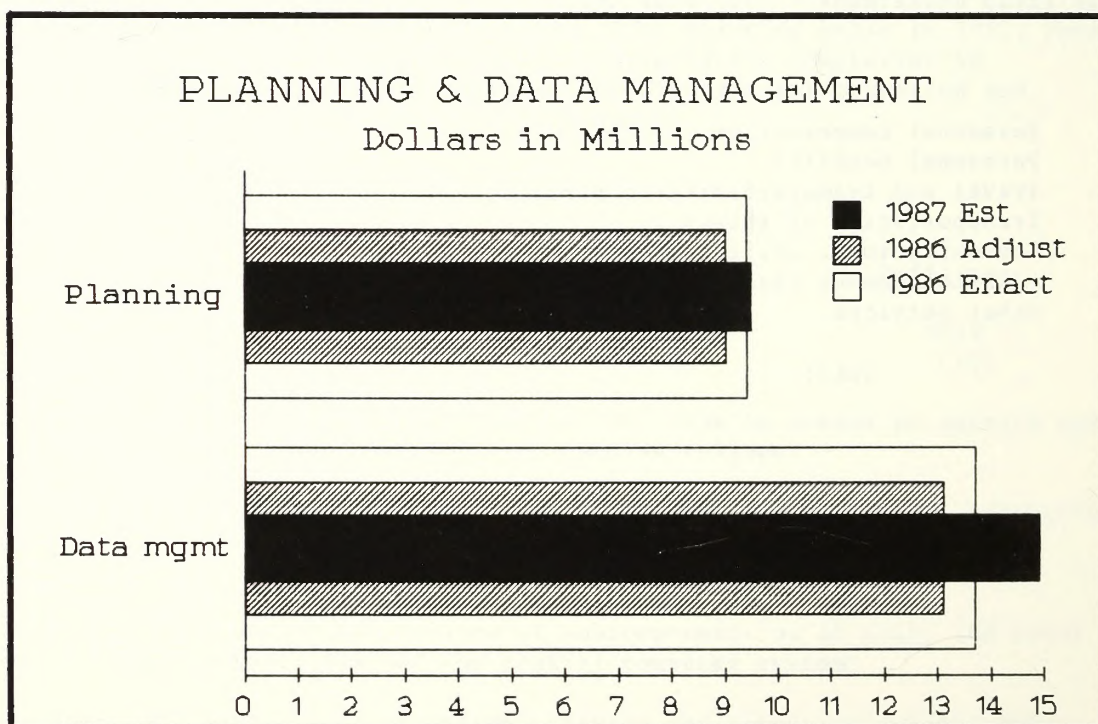
	<u>FTE</u>	<u>Amount</u>
Personnel compensation	5	\$137,000
Personnel benefits		22,000
Travel and transportation of persons		10,000
Transportation of things		30,000
Communications, utilities, and miscellaneous charges		300,000
Other services		<u>100,000</u>
Total		\$599,000

Activity Summary

Activity: Planning and Data Management

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Approp. Enacted</u>	<u>FY 1986 Adjusted Approp.</u>	<u>FY 1987 Base</u>	<u>1987 Estimate</u>	<u>Inc (+) Dec. (-) from Base</u>
Planning	9,124	9,453	9,047	9,410	9,525	+115
Data Management	13,613	13,695	13,106	13,658	14,888	+1,230
Total	22,737	23,148	22,153	23,068	24,413	+1,345



Justification of Program and Performance

Activity:	Planning and Data Management
Subactivity:	Planning

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	9,453	9,047	9,410	9,525	+115
(FTE-T)	(215)		(215)	(217)	(+2)

Impact of Public Law 99-177

	1986 Enacted To Date	P.L. 99-177 B.A. Cancellation	1986 Adjusted Approp.
Planning	9,453	-406	9,047

The \$406,000 decrease will postpone the start of initial development work (pre-planning) for 5 RMP's. Completion of 4 ongoing plans will be delayed with completion dates anticipated slipping as much as one year. Monitoring of the existing 103 plans would be limited to the most critical reviews necessary to meet legal requirements.

Authorization

43 U.S.C. 1711, 1712 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> requires planning for multiple-use management of the public lands.
42 U.S.C. 4321 et seq. P.L. 91-190	The <u>National Environmental Policy Act of 1969</u> requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

Objectives

The BLM land-use planning program seeks to improve resource management decisions on the public lands through a rational process which promotes multiple use and sustained yield, and serves the needs of all public land users by:

- o Improving BLM's ability to systematically identify and assess changing resource conditions and new public land uses;
- o Enhancing the ability of line managers to resolve resource and land use issues affecting the public lands;

- o Promoting coordination and consistency with the plans of other Federal agencies and State, local and tribal governments;
- o Increasing public understanding of BLM's responsibilities and program activities, and facilitating public participation in public land management; and
- o Facilitating compliance with statutory mandates including the Federal Land Policy and Management Act (FLPMA), the National Environmental Policy Act (NEPA), the Public Rangelands Improvement Act (PRIA), Federal Coal Leasing Amendments Act (FCLAA), and the Surface Mining Control and Reclamation Act (SMCRA).

Base program

The 1987 Base level for the planning subactivity is \$9,410,000 and 215 FTE. This level provides for the preparation, approval and revision of resource management plans (RMP's), plan maintenance, monitoring and evaluation, and coordination of planning actions with other agencies, State and local government officials and the public.

Resource management planning activities are guided by the provisions of the BLM planning regulations at 43 CFR Part 1600 incorporating the land use planning requirements of FLPMA and other statutes. Specific analytical, public participation and planning related requirements are addressed in the planning regulations. This includes the Council on Environmental Quality regulations implementing NEPA. All RMP's and associated EIS's, amendments to existing plans, plan revisions, plan maintenance, monitoring and evaluation activities are accomplished in compliance with the planning regulations and the BLM Manual.

A mix of RMP's and management framework plans (MFP's) comprise the existing base of BLM plans. That base covers approximately 80 percent of the public land area. The MFP's in the base were prepared prior to adoption of the current planning regulations or during the transition period to RMP's. All MFP's presently in use were prepared in compliance with the principles of multiple use and sustained yield and were developed with public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations.

RMP's in most cases are prepared for a BLM resource area (the Bureau's smallest administrative unit which includes an average of about 1.1 million acres of public land). RMP's and MFP's set forth an allocation of resources among competing uses and contain appropriate multiple use management prescriptions. BLM management activities, including a ranking of use authorizations and issuance of licenses and permits, must be implemented in conformance with the decisions and associated terms and conditions of existing plans.

Furthermore, BLM plans must be consistent with the resource-related plans, programs and policies of other Federal agencies, State and local governments and Indian tribes. The plans, therefore, serve as a key link in coordination with other agencies and governmental entities. Changes in circumstances, including the results of monitoring and evaluation, are addressed through the plan amendment process, or plan revision, if warranted.

New land use proposals, whether BLM or non-BLM in origin, which do not conform to existing plans, are considered through the plan amendment process and its attendant procedural and documentation requirements. New planning related data must be periodically and systematically incorporated into existing plans to maintain their usefulness.

Planning activities based on existing statutory and regulatory requirements fall within three general categories and include the inter-related actions described below:

- o Preplanning: (previously titled RMP Starts) Advanced preparation for plan making (appropriately scaled to the type of planning involved), including preliminary assessment of issues, data and skill needs (if any), schedule projection and initial assignments, and advance coordination (internal and external).
- o Plan Preparation: Execution of the 9 prescribed action steps as detailed in the 43 CFR 1600 regulations. These categories of steps are: scoping, inventory, situation analysis, formulating an assessment of alternatives, public review of draft plan and environmental document, plan selection, consistency review, protest resolution, and plan approval.
- o Plan monitoring and maintenance:
 - Determining the conformance of proposed actions to existing plan decisions and the need for amendment.
 - Monitoring and evaluating approved plans to determine plan effectiveness, progress and success of implementation and the need to schedule plan revisions.
 - Maintaining plans to ensure their continued utility and effectiveness.
 - Coordinating management actions and assuring consistency with other Federal agencies, and local, State and tribal governments.
 - Ensuring NEPA compliance of the subsequent and more detailed plans of actions that are taken as a result of the plans.

Until 1985, planning activity concentrated on the preparation of new RMP's to fulfill mandated program specific planning schedules (such as wilderness and grazing). Beginning in 1986, more emphasis was placed on plan monitoring, maintenance and amendment. This shift in the emphasis of the planning program from new RMP preparation to plan monitoring and maintenance reflects both progress on meeting the scheduled mandates and a growing appreciation of the importance of monitoring and maintenance activities to keep the existing BLM planning base current.

This shift is reflected in the workload measures shown in 1987, which capture the units related to plan monitoring and maintenance. These programs will increase to reflect the completion and use of the high priority, schedule mandated RMP's. BLM had thus expected more of a balance between new RMP starts and monitoring and maintenance needs. State Directors had estimated the number of preplanning efforts for 1986 at 14.

At the 1987 Base level, 14 preplanning efforts would be completed. Some of these would result in decisions to do plan amendments which are funded by the action-forcing benefiting activity, and some would result in a decision to do an RMP. Also, 20 ongoing RMP's will be completed, 103 plans will be monitored, and 170 plans will be maintained as described above. A significant effort will be expended in the areas of planning coordination (State and local, other Federal agencies, etc.) required by FLPMA and environmental coordination as required by NEPA.

Increase from 1987 Base

(dollars in thousands)

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$	9,410	9,525	+115
(FTE-T)	(215)	(217)	(+2)

The increase of \$115,000 will be used to support increasing needs for intergovernmental coordination, especially with State and local governments, as well as expanded public participation and coordination in relationship to planning efforts.

Actual 1985 accomplishments and estimated accomplishments for 1986 and 1987 are as follows:

<u>Workload Measure *</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Preplanning efforts (number completed)	14	14	14	14	---
Resource mgmt. plans (number completed)	21	15	20	20	---
Plans monitored (number)	100	103	103	103	---

*Units adjusted to make all years comparable using new Financial Management System.

Distribution of change by object class

The object class detail for the proposed increase is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	2	\$ 55,000
Personnel benefits		9,000
Other services		<u>51,000</u>
Total		\$115,000

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Data Management

(Dollars in thousands)

	1986 Enacted to Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$ (FTE-1)	13,695 (220)	13,106	13,658 (220)	14,888 (235)	+1,230 (+15)

Impact of Public Law 99-177

	1986 Enacted	P.L. 99-177 B.A. Cancellation	1986 Adjusted Approp.
Data Management	13,695	-589	13,106

A reduction of \$100,000 in ALMRS will slow initial system development, but should not affect the final implementation schedule.

An estimated \$152,000 will be saved by fewer equipment purchases and a slowdown in development activities for the Geographic Information System (GIS) applications in the BLM.

The reduction of \$337,000 in the ADP program will result in \$237,000 less money available for new equipment purchases and a reduction of \$100,000 from monies planned for contracting costs.

Authorization

43 U.S.C. 1711, 1731 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> requires preparation and maintenance of an inventory of all public lands and their resources and other uses on a continuing basis and provides for management of the public lands through the BLM.
44 U.S.C. 3501-3520 P.L. 96-511	The <u>Paperwork Reduction Act of 1980</u> provides for coordination of Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal Government and the general public.

Objectives

The objectives of data management are to:

- o Improve the reliability, accuracy and utility of the Bureau's lands and minerals records system by continuing development of the Automated Land and Mineral Record System (ALMRS);

- o Continue the BLM ADP/Data Communications Equipment Modernization Project (ADEMP). (This study, which will be completed in 1987, will determine what equipment is needed to provide cost-effective and efficient data management support to Bureau programs during the 1980's and 1990's.);
- o Explore other methods for making data management operations more cost-efficient;
- o Provide appropriate ADP systems and programs to meet Bureau data management priorities;
- o Process data using established remote sensing techniques in support of BLM field operations requirements; and
- o Develop geographic information technology in support of BLM energy and renewable resource program requirements.

Base program

The 1987 Base funding level for the data management subactivity is \$13,658,000 and 220 FTE. The program involves ADP systems development, computer operations, system and hardware maintenance, data telecommunications, and geographic information technology to support BLM natural resource programs and administrative systems requirements.

Automated Data Processing (ADP)

Automated data processing plays a major role in the accomplishment of BLM's responsibilities as manager of the public lands. This role includes processing of data necessary to make decisions involving resources valued in multi-billions of dollars as well as providing support to make administrative and management activities more efficient.

At present there are about 20 major operating automated systems within BLM that provide managers with information to make sound resource management decisions. Examples of such systems are the Automated Coal Lease Data System (ACLDS), Lease Management System (LMS), and the Oil and Gas Lease Inventory and Inspection System (OGLIIS). These systems ensure proper lease management involving compliance and collections of revenues from solid and fluid mineral leases. Other examples include the Range Management Automated System (RMAS) which provides accounting for grazing fee billings and provides information on range utilization, and the Ecological Site Inventory which provides managers with necessary information regarding soil and vegetation data including ground cover, erosion ratings, ecological condition and trend. Other automated systems provide necessary information regarding personnel, budget, finance, and other administrative functions.

Under ADP, the following functions are performed:

1. Operation and maintenance of ADP equipment;
2. Development, testing, and implementation of new ADP systems;
3. Acquisition and installation of appropriate kinds and sizes of ADP equipment in Bureau field offices, and operation and maintenance of central site hardware configurations and State office minicomputers;

4. Screening and control of new system proposals to ensure that proposals support Bureau missions as specified by on-the-ground users and managers and that proposals are coordinated to result in uniform Bureauwide applications; and
5. Technical assistance to system users.

In developing new systems or improving old ones, BLM employs a carefully structured and controlled process to define user requirements, guide systems design and development, and implement, operate and maintain automated systems. During the definition of user requirements, decisions are made concerning the application of ADP versus other forms of information management, e.g., manual record systems, microfiche, etc. Because data management is still a rapidly expanding technological field, there is considerable management work done on developing policies, plans, standards, procedures, and guidance to the field offices. Part of this management is in support of Departmental efforts to develop coordinated ADP applications.

The initial BLM ADP systems concept was based on having a large, centralized computer center at BLM's Denver Service Center (DSC) to serve all of the Bureau's needs. A Honeywell 66/80 mainframe computer was acquired in 1978 and upgraded to a DPS-8 in 1982-1983. Most administrative and natural resource ADP systems are run on this equipment. However, as the state-of-the-art in ADP technology and systems has advanced, Bureau emphasis has changed to enhancing BLM State Office on-site data processing capability. Each BLM State Office now has an on-site minicomputer system for general ADP work, and 6 State Offices also have another minicomputer for geographic information technology (graphics) work. To provide these on-site ADP services, each State Office has a small ADP staff to operate the equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the district and area office resource personnel. Work is continuing to transfer selected ADP systems from the DSC mainframe to the State Office minicomputers to improve support for local operations and provide faster and more reliable service for all local users. Most recently, technological improvement and increased availability of low cost microcomputers has given field offices the capability to acquire expanded and tailored automated support for local program operations and needs.

Geographic Information Technology

Geographic information technology offers another way in which automation helps resource managers to make better-informed decisions and reduce costs. Demonstrated benefits of automated over manual methods in savings of time and money and in increasing accuracy and reproducibility of data manipulation have greatly expanded the field demand for automated geographic information management.

This technology replaces manual comparisons of any information which can be displayed on a map or mylar overlay, such as terrain, land ownership, transportation networks, land use, and water sources. Geographic information technology is presently evaluated and assessed at BLM's Denver Service Center (DSC), which develops the appropriate software and procedures to enable State Offices to manipulate information to address specific natural resource management issues for environmental impact statements (EIS's), resource management plans (RMP's), and other planning decisions. The DSC also creates data bases which incorporate information acquired from remote sensing by satellite and other means. Routine applications include: 1) classifying ground cover for habitat location, range-

land and wildlife habitat improvement, and woodland management; 2) defining range inventory sites by soil type, landform, and vegetation similarities; 3) monitoring soil and vegetation changes to detect unauthorized surface disturbance on BLM land, recovery from catastrophic events such as flood, fire, or drought, and land use effects for reseeding or grazing uses; and 4) developing fuel models to predict fire potential for use with remote automatic weather station data and automatic lightning detection. Remotely sensed data are generally applied along with other information in a geographic information system.

Automated Land and Mineral Record System (ALMRS)

The proposed funding level for ALMRS within Data Management in 1987 is \$2,006,000, the same as 1986. The ALMRS effort was initiated in 1983 to develop and implement automated procedures for realty and minerals case management, land descriptions, land and minerals ownership/use authorization status, and geographic coordinate data covering all land and minerals ownerships where BLM has a surface and/or subsurface management interest. The system will allow for logical progression from the existing manual records system to a fully automated system. This will eventually enable BLM to retire its existing hard-copy records which consist of the historical index, master title plat (MTP) and land use plat which are currently the foundation of the Bureau's lands, minerals, and renewable resources program activities. When fully implemented, ALMRS will contain data for approximately 46,000 townships.

Initial efforts in the ALMRS program have been devoted to automating lands and minerals casework and designing an automated system that will integrate data bases for legal land description and status data, including mining claims. By June 1, 1985, approximately 270,000 cases had been entered into a case recordation data base that is capable of providing automated serial register pages, limited statistical reports, case counts, individual case tracking, and case abstracts. By focusing on the case recordation data base, we have been able to eliminate backlogs in land and mineral case work.

During 1985, BLM contracted with the Federal Computer Performance Evaluation and Simulation Center (FEDSIM) to assess alternative system architectures (hardware, software, telecommunications, data base locations, etc.). The Feasibility Study was completed in December 1985, and a preliminary report is presently being reviewed by agencies potentially affected by ALMRS. A copy of the final feasibility study document will be sent to Congress after it is completed. The study, in conjunction with prototype system testing, will enable the Bureau to develop an accurate estimate of the long-term project schedule and system costs. After the systems requirements are fully defined, systems design work will proceed. The systems design stage will define how data bases for legal land description, current status, and geographic reference will be linked with the existing case data and mining claims data bases.

A prototype system will be tested in the two BLM pilot State Offices of Arizona and New Mexico during 1987. In 1988 or early 1989, actual implementation of a fully operational ALMRS will occur in Arizona and New Mexico, including automated case tracking, report generation (statistical and title reports among others), and some graphic display capability to replace the present hard-copy plats for providing land status. We anticipate that implementation and operation of ALMRS in the remaining State Offices will begin in 1989. System implementation will proceed as each State completes data collection and entry and as ADP equipment is purchased for use with the system.

Increase from 1987 Base

(Dollars in thousands)

	<u>FY 1987</u> <u>Base</u>	<u>FY 1987</u> <u>Estimate</u>	<u>Difference</u>
\$	13,658	14,888	+1,230
(FTE-T)	(220)	(235)	(+15)

The proposed increase of \$1,230,000 and 15 FTE's will provide increased ADP technical support to field users (\$460,000), purchase additional equipment in support of the geographic information technology (\$435,000), and fund additional costs of equipment maintenance (\$335,000).

The proposed increases for additional technical support to field ADP users and equipment maintenance costs respond to the increasing use of ADP equipment and applications within BLM. The additional technical support will ensure that on-the-ground users can obtain the best use of all available ADP capability. This means that BLM's investment in its ADP equipment will be more efficiently utilized. Technical support involves not only assistance to users on how to use ADP facilities and applications, but also provides standards and controls needed to prevent inefficient or uneconomical use of ADP technology and to ensure that there is equipment and system compatibility and linking. Increased equipment maintenance costs are incurred to ensure that equipment is operational when needed and that equipment does not fail with the resulting potential for loss of critical data, and to preserve the value of BLM's investment in its computer facilities.

The \$435,000 increase to purchase additional equipment for geographic information technology will help to meet the increasing demands for the use of the technology in the evaluation of resource conditions and the impact of alternative planning assumptions on resource management requirements. The new equipment will consist of a specialized minicomputer, plotter, and associated peripheral equipment to provide geographic information technology in an additional State Office for a total of seven states so equipped. The first priority in geographic information technology applications is analysis of mineral resource data to improve BLM's management of these resources.

(dollars in thousands)

	<u>FY 1986</u> <u>Estimate</u>	<u>FY 1987</u> <u>Base</u>	<u>FY 1987</u> <u>Estimate</u>	Inc. (+) or Dec. (-)
<u>Program Component</u>				
ADP Development	2,350	2,330	2,330	---
ADP Operation and Maintenance	8,604	8,586	9,406	+820
Data Telecommunications	1,480	1,480	1,480	---
Geographic Information Technology	<u>1,261</u>	<u>1,262</u>	<u>1,672</u>	<u>+410</u>
TOTAL (\$)	13,695	13,658	14,888	+1,230
ALMRS Program (\$)	1,994	2,006	2,006	---
Other Data Management (\$)	<u>11,701</u>	<u>11,652</u>	<u>12,882</u>	<u>+1,230</u>

Distribution of change by object class

The object class detail for the proposed increase of \$1,230,000 and 15 FTE is as follows:

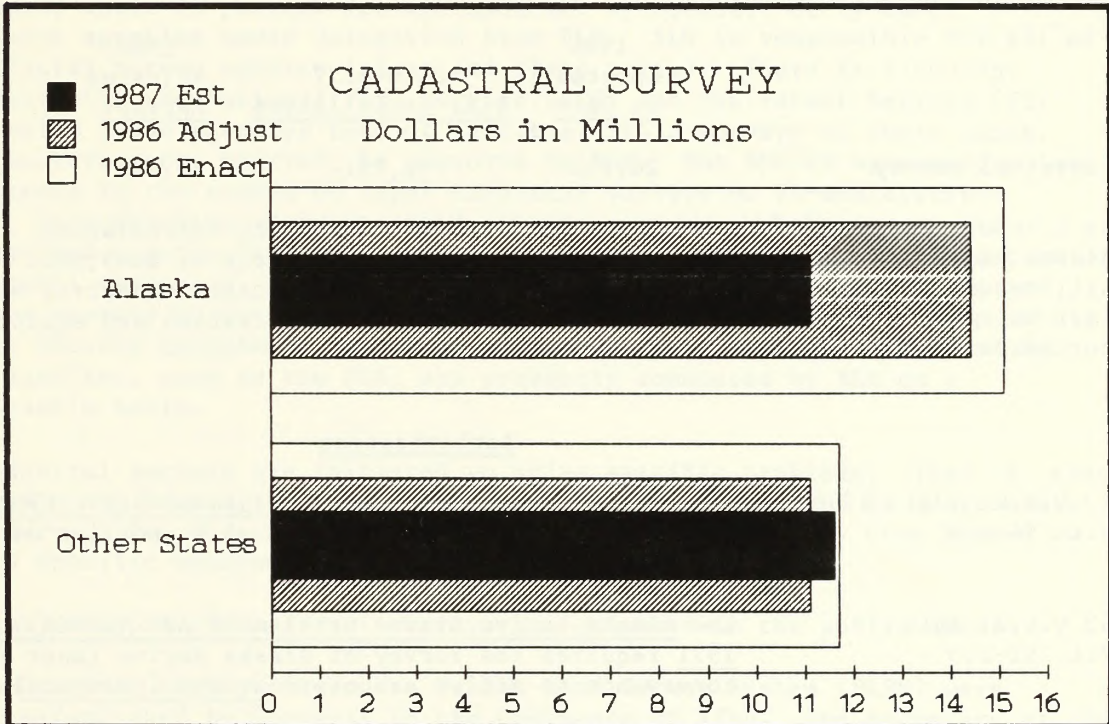
	<u>FTE</u>	<u>Amount</u>
Personnel compensation	15	\$ 411,000
Personnel benefits		65,000
Travel and transportation of persons		30,000
Transportation of things		22,000
Communications, utilities, and miscellaneous charges		23,000
Other services		302,000
Equipment		<u>377,000</u>
TOTAL		\$1,230,000

Activity Summary

Activity: Cadastral Survey

(Dollars in thousands)

Subactivity	FY 1985 Actual	FY 1986 Approp. Enacted	FY 1986 Adjusted Approp.	FY 1987 Base	FY 1987 Estimate	Inc(+) Dec.(-) from Base
Alaska	13,780	15,083	14,434	15,059	11,069	-3,990
Other States	10,896	11,673	11,171	11,622	11,622	---
Total	24,676	26,756	25,605	26,681	22,691	-3,990



Justification of Program and Performance

Activity: Cadastral Survey

(Dollars in thousands)

Program Elements		1986 Enacted to Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
Alaska	\$	15,083	14,434	15,059	11,069	-3,990
	(FTE-T)	(140)		(140)	(131)	(-9)
Other States	\$	11,673	11,171	11,622	11,622	---
	(FTE-T)	(290)		(290)	(290)	---
Total Requirements	\$	26,756	25,605	26,681	22,691	-3,990
	(FTE-T)	(430)		(430)	(421)	(-9)

Impact of Public Law 99-177

	1986 Enacted to Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Cadastral Survey	26,756	-1,151	25,605

As a result of the \$1,151,000 P.L. 99-177 budget authority cancellation, Alaska cadastral survey will defer planned survey contracts of \$649,000. This will reduce planned miles of survey by 270. The Other States cadastral survey will be reduced \$502,000 in the areas of travel, transportation and equipment purchases. Miles surveyed will be reduced by 500.

Authorization

43 U.S.C. 1711, 1738 P.L. 94-579	The <u>Federal Land Policy and Management Act (FLPMA) of 1976</u> authorizes the delineation of boundaries of the public lands.
43 U.S.C. 1612 P.L. 92-203	The <u>Alaska Native Claims Settlement Act (ANSCA) of 1971</u> requires the survey of Alaska Native lands for conveyance to Native associations and individuals.
48 U.S.C. 2 P.L. 85-508	The <u>Alaska Statehood Act</u> , as amended, requires the survey of lands for State selection.
16 U.S.C. 3101, <u>et seq</u> P.L. 96-487	The <u>Alaska National Interest Lands Conservation Act (ANILCA) of 1980</u> requires maps and legal descriptions.
45 U.S.C. 1201 P.L. 97-468	The <u>Alaska Railroad Transfer Act of 1982</u> requires surveys to be completed in five years.

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal public domain lands. Immutable boundaries of the public lands must be delineated on the ground and in the official records, as determined by a cadastral survey, prior to land conveyances and many types of resource development. In support of the Bureau's priority programs, cadastral survey will:

- o Complete original surveys as a prerequisite to actual conveyance of public land (e.g., Alaska Native allotments and State selections);
- o Establish precise, on-the-ground boundaries for leases or other uses of the public lands (e.g., in Wyoming, the restoration of old, original surveys on mineral lease lands that will affect millions of dollars of resources); and
- o Determine precise boundaries to avoid (a) trespass by private parties against the government or by the government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain.

The Bureau executes 90 percent of the actual field surveys with its own personnel, while 10 percent are accomplished by contract or by other government agencies under delegation from BLM. BLM is responsible for all of the official survey records (plats and field notes). There is a current agreement with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; these surveys must, however, be approved by BLM. The BLM/FS agreement allows an increase in the number of legal cadastral surveys on FS-administered lands. This benefits administration of all programs by helping resolve trespass and unauthorized occupancy cases and promoting maximum utilization of the natural resources. BLM provides presurvey search of title records and previous surveys to determine the survey method to be used and is responsible for all records management following survey approval. Surveys required by other agencies, such as the BIA, are presently conducted by BLM on a reimbursable basis.

All cadastral surveys are initiated to solve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, the Bureau initiates these types of survey only when needed to solve a specific management problem.

Three major types of cadastral surveys are executed on the public lands:

- o Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the public lands as well as the authority to execute resurveys when needed to determine the boundaries of the public land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except for those required for Alaska land conveyances and those few in the other States required for trespass abatement and resource management.

- o Resurveys are executed to re-establish the boundaries executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, minerals, geothermal, and other resource development. Approximately 10 percent of resurveys are completed at the request of other Federal agencies.
- o Special surveys are those that do not fall into either of the above two categories. These include surveys of public lands and islands omitted from original surveys, correction of fraudulent land surveys, mineral surveys of lode mining claims, and many special surveys in Alaska, such as townsites, trade and manufacturing sites, Native allotments, and homesites.

The BLM cadastral survey program is divided into two program elements -- Alaska and the Other States -- which have substantially different work requirements and support needs.

ALASKA

Objectives

All planned surveys in support of Alaska programs are required by recent acts of Congress or existing land laws. The Alaska cadastral survey objectives are to:

- o Support the land designation and conveyance provisions of the Alaska Statehood Act, ANCSA, ANILCA, and the Alaska Railroad Transfer Act; and
- o Survey remaining Native allotment parcels, other small tracts and water body meanders within lands to be conveyed or transferred under ANILCA, ANCSA and the Alaska Statehood Act.

base program

Funding for the Alaska program at the Base level is \$15,059,000 and 140 FTE. In 1987 the program will continue an intensive, concentrated effort to survey small inholdings and water body meanders within selected lands. These surveys are very high-cost, low-acreage surveys but are essential for patent issuance and have been deferred in previous years. Many of the areas remaining to be surveyed are located in areas of the State where terrain, climatic conditions and required logistical support will cause a large increase in the cost per acre of the areas to be surveyed. The net effect of these two factors is a considerable reduction in the number of acres surveyed for ANCSA and State selections. This does not reflect a change in the magnitude of the Alaska program workload but, instead, represents the effects of tackling a more complex, higher cost survey workload.

Decrease from 1987 Base

(Dollars in thousands)

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$ (FTE-T)	15,059 (140)	11,069 (131)	-3,990 (-9)

The \$11,069,000 requested for 1987 represents planned accomplishment of 3,085 miles of completed rectangular net survey (approved plats) and 515 miles of completed special surveys (approved plats, small tracts and Native allotments). These completed surveys will make 3.3 million acres available for patent to the State of Alaska and Native corporations. Special surveys (small tracts) will make 375 parcels available for patent to private individuals.

The planned workload for 1987 compared with 1985 and 1986 is as follows:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Original Survey (miles)	4,585	4,480	4,480	3,085	-1,395
Special Survey (miles)	708	800	800	515	-285

A change in program emphasis has shifted the Bureau's workload effort from surveys for ANSCA conveyances back to surveys for State selections and surveys of Native allotments. BLM is developing an approach to managing survey work which identifies the various survey needs of a particular area, especially all of the small tracts such as allotment parcels and inholdings which require survey, and combining these surveys into a coordinated project "window," especially for field work, to reduce the costs of performing individual small area surveys.

Distribution of change by object class

The object class detail for the decrease of \$3,990,000 and 9 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	9	\$246,000
Personnel benefits		39,000
Travel and transportation of persons		50,000
Transportation of things		130,000
Other services		3,500,000
Supplies and materials		<u>25,000</u>
Total		\$3,990,000

OTHER STATES

Objective

The objective of the Other States cadastral survey program is to provide cadastral survey support outside of Alaska for Bureau priorities within the lands and realty, energy and minerals, forestry, and other renewable resources programs.

FY 1987 program

The 1987 Estimate for the cadastral survey Other States program is \$11,622,000 and 290 FTE. At this level of funding, the Bureau will be able to complete 100 miles of original surveys and 6,910 miles of resurveys and special surveys in direct support of program activities as follows:

- o Original survey amounting to 100 miles will be completed to provide descriptions of lands proposed for disposal and to respond to public requests for survey of omitted land.
- o Some 2,626 miles of resurvey will be completed for lands programs to obtain legal property descriptions for the Unintentional Trespass Act, for proposed exchanges, and for efforts to solve some of the unauthorized occupancy situations which exist throughout the West and in some Eastern States;
- o Energy development programs in areas of extensive intermingled lands will require 2,971 miles of resurvey. Surveys will permit land ownership identification and, ultimately, will expedite energy development exploration.

In 1987, emphasis will be on resurveys in the Powder River Basin of Wyoming. Survey corners in this area of high energy mineral interest have been obliterated, and dependent resurveys recently completed have shown that many townships have heavy distortion or extra acreage. This presents an oil and gas resource management problem for both industry and the Federal Government. The 1987 program provides for resurvey of thirteen townships.

- o Resurvey for forestry operations to support planned timber sales amounting to 829 miles; and
- o Some 484 miles for multiple-use resource and other program needs to delineate legal property boundaries in support of planned management actions such as trespass abatement, grazing access, and recreation.

The proposed workload accomplishments for the Other States cadastral survey program are as follows:

<u>Workload Measure</u>	<u>1985 Actual</u>	<u>1986 Estimate</u>	<u>1987 Estimate</u>
Original survey (miles)	55	100	80
Resurvey (miles)	5,201	6,675	6,090
Special survey (miles)	288	235	200

Activity Summary

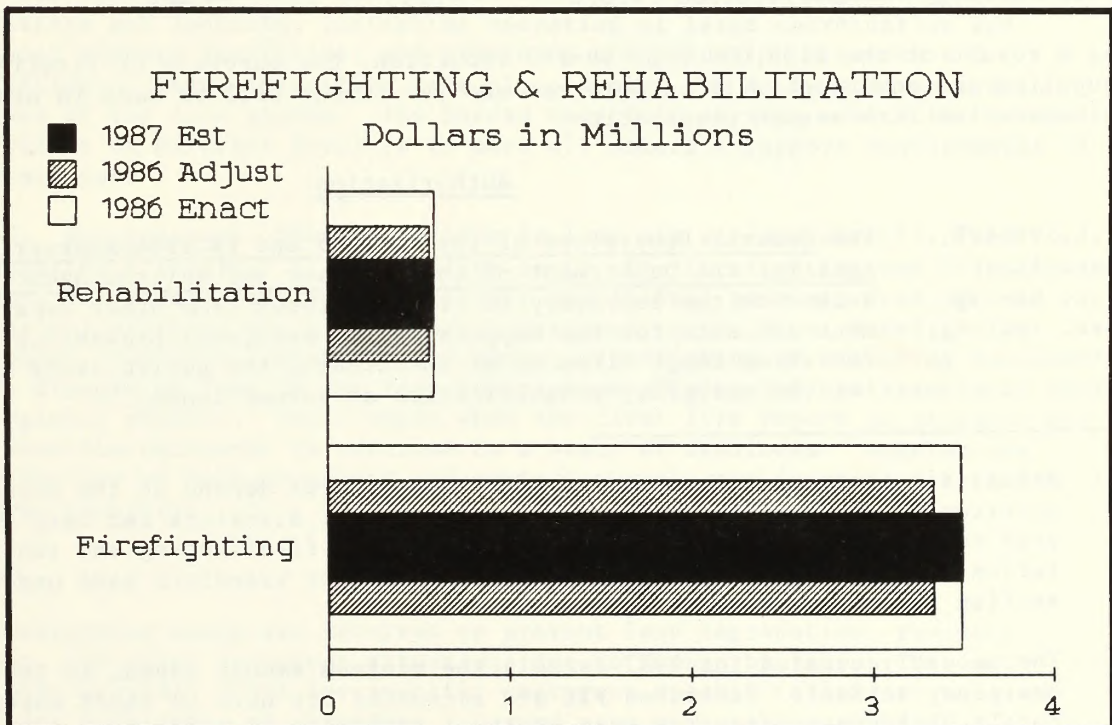
Activity: Firefighting and Rehabilitation

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Approp. 1/ Enacted 2/</u>	<u>FY 1986 Adjusted Approp.</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Firefighting and Presuppression	70,010	3,492	3,342	3,492	3,492	---
Rehabilitation	4,091	584	559	584	584	---
Total	74,101	4,076	3,901	4,076	4,076	---

1/ Excludes \$45 million appropriation in the 1985 supplemental which was transferred to other accounts for repayment of 1984 firefighting costs.

2/ Estimated additional 1986 "Firefighting and Rehabilitation" costs of \$48 to \$50 million will be financed through transfers authorized under section 102 of the General Provisions of the Interior Appropriations Act.



Justification of Program and Performance

Activity: Firefighting and Rehabilitation

(Dollar amounts in thousands)

<u>Subactivity</u>		1986 Enacted <u>To Date</u>	1986 Adjusted <u>Approp.</u>	1987 <u>Base</u>	1987 <u>Estimate</u>	Inc (+) Dec. (-) <u>from Base</u>
Firefighting and Presuppression	\$	3,492	3,342	3,492	3,492	---
	(FTE-T)	(848)		(848)	(848)	(---)
Rehabilitation	\$	584	559	584	584	---
	(FTE-T)	(20)		(20)	(20)	(---)
Total Requirements	\$	4,076	3,901	4,076	4,076	---
	(FTE-T)	(868)		(868)	(868)	(---)

Impact of Public Law 99-177

	1986 Enacted <u>To Date</u>	PL 99-177 <u>Reduction</u>	1986 Adjusted <u>Approp.</u>
Firefighting & Rehabilitation	4,076	-175	3,901

As a result of the \$175,000 P.L. 99-177 reduction, the purchase of firefighting supplies and equipment will be deferred and reductions will be made in other expenses for fire season preparation.

Authorization

P.L. 98-473, The General Provisions of the FY 1985 and FY 1986 Appropriations
Sec. 102; Acts for the Department of the Interior and Related Agencies
P.L. 99-190 authorize the Secretary to transfer funds from other Depart-
Sec. 102 ment accounts for the suppression or emergency prevention of
 forest or range fires on or threatening the public lands and
 for the emergency rehabilitation of burned lands.

- 1/ Actual firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other natural disasters and vary from year to year. In 1986 emergency presuppression, firefighting and rehabilitation costs will be financed through current year transfers made under section 102 of the General Provisions.
- 2/ The amount requested for 1987 is only the minimum amount needed to initiate emergency actions. Estimated FTE are accounted for here to reach Bureauwide totals although funding for most of these FTE's is provided through current year fund transfers.

Objectives

- o Provide the forces necessary to detect, attack, and suppress wildfires in order to maintain the productivity of the public lands;
- o Provide the initial funding for immediate actions to reduce the damage resulting from wildfires or other natural disasters; and
- o Provide emergency rehabilitation of burned-over lands to prevent further damage and protect resource values for future productivity.

FIREFIGHTING AND PRESUPPRESSION

The firefighting and presuppression program includes the following components:

A. Management: This category includes the required permanent work-force necessary to initiate and manage the fire preparedness and suppression program and includes the planning, evaluation, and management necessary to carry out the suppression effort. Only permanent personnel assigned specifically to management of the fire suppression program are funded in this category.

B. Presuppression: These functions are performed to prepare the fire suppression forces to fight an average of 2,960 fires annually. Included are: hiring and training approximately 2,000 seasonal fire suppression personnel; inspecting and servicing 350 fire trucks; making available (through contract) 33 helicopters, 19 retardant aircraft, and 30 multi-purpose aircraft; inventorying and stocking fire supply caches; activating 120 field fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication networks and facilities. These activities take place during the designated activation periods of the fire season. The Bureau uses full service contracts through the Office of Aircraft Services to meet all aircraft support requirements of this mission.

C. Suppression: These functions include all actions directly tied to suppressing a specific fire including costs of: firefighting and fire command/support personnel; suppression aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; firefighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support. Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category.

REHABILITATION

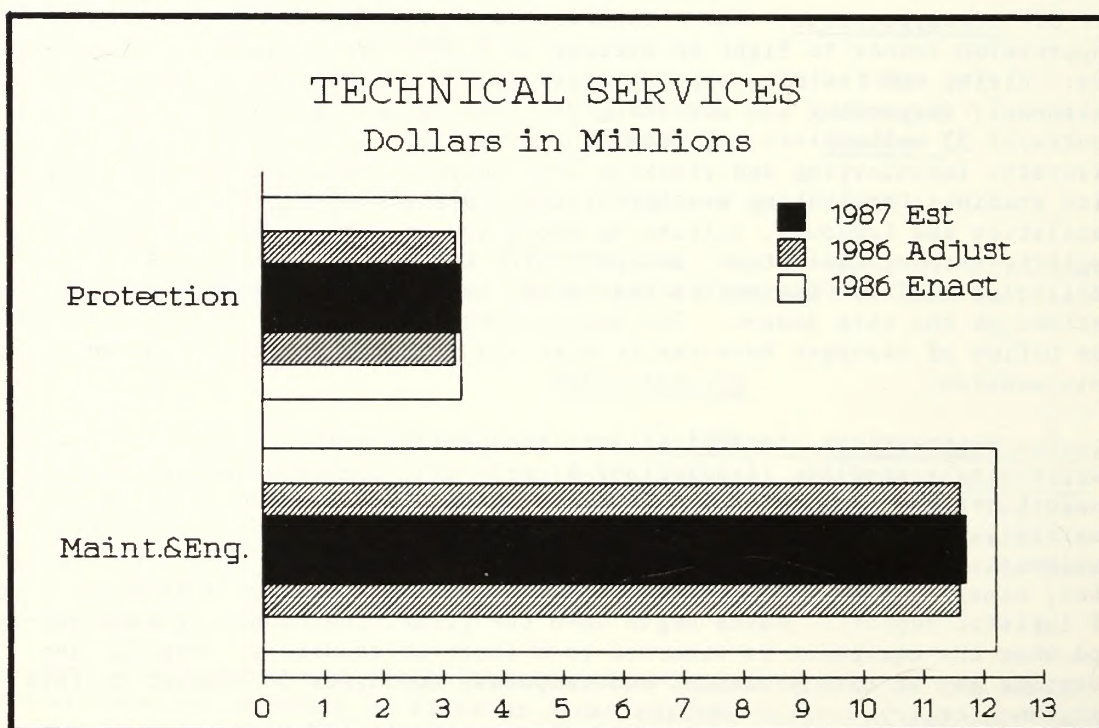
Rehabilitation costs are incurred to prevent land degradation, resource losses, and other dangerous situations due to damage by fire. This sub-activity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding a burned area to quickly establish a vegetative cover to reduce wind and water erosion damage; construction of temporary water diversion structures to reduce erosion from water runoff; temporary fencing to prevent animals from killing the revegetated areas; and felling of fire-damaged trees in high use recreational areas.

Activity Summary

Activity: Technical Services

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Approp. Enacted</u>	<u>FY 1986 Adjusted Approp.</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Resource Protection	2,351	3,320	3,177	3,320	3,320	---
Maintenance and Engineering Services	<u>11,851</u>	<u>12,160</u>	<u>11,637</u>	<u>12,145</u>	<u>11,745</u>	<u>-400</u>
Total	14,202	15,480	14,814	15,465	15,065	-400



Justification of Program and Performance

Activity: Technical Services
Subactivity: Resource Protection

(Dollar amounts in thousands)

	1986 Enacted <u>To Date</u>	1986 Adjusted <u>Approp.</u>	1987 <u>Base</u>	1987 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	3,320	3,177	3,320	3,320	---
(FTE-T)	(33)		(33)	(33)	---

Impact of Public Law 99-177

	1986 Enacted <u>To Date</u>	PL 99-177 <u>B.A Cancellation</u>	1986 Adjusted <u>Approp.</u>
Resource Protection	3,320	-143	3,177

As a result of the \$143,000 P.L. 99-177 reduction, filling of vacancies will be delayed, and travel and transportation expenses will be deferred. These reductions will result in fewer personal contacts between BLM personnel and State and local government law enforcement personnel. This reduction will not reduce the number of law enforcement agreements, but it will impact the dollar value of most agreements.

Authorization

43 U.S.C. 1733 P.L. 94-579	<u>The Federal Land Policy and Management Act (FLPMA) of 1976, Section 303(a), authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of public lands, including the property located on these lands. Under the Act, the Secretary may authorize Federal personnel or contract with appropriate local officials to assist in carrying out his law enforcement responsibilities.</u>
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Objectives

- o Ensure compliance with all Federal laws and regulations and appropriate State and local laws governing the protection of the public lands and resources as directed by FLPMA; and
- o Protect the natural resources from unlawful activities and investigate incidents of unlawful acts against public land resources through an effective law enforcement program.

FY 1987 program

The 1987 Estimate for the resource protection subactivity is \$3,320,000 and 33 FTE.

Section 303 of FLPMA encouraged BLM to enter into contracts and law-enforcement agreements with State and local law enforcement agencies to assist in the enforcement and regulation of use and occupancy of the public lands. Since 1978, law enforcement agreements have been signed with local law enforcement agencies in most of the Western States. For the most part, these agreements emphasize the enforcement of State and local ordinances rather than Federal laws on public lands. Enforcement of Federal laws on public lands rests with Federal law enforcement officials.

The actual number of law enforcement agreements can vary from year to year because agreements may be on a county-wide basis, for specific problem areas, or for a specified, limited time period (such as long holiday weekends). An estimated 83 agreements will be in effect in 1987.

The estimated distribution of agreements by State follows:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Estimate</u>
Law enforcement agreements signed - Total	51	83	83
Alaska	--	2	2
Arizona	3	8	8
California	10	20	20
Colorado	--	5	5
Idaho	10	12	12
Montana	1	2	2
Nevada	2	5	5
New Mexico	--	2	2
Oregon	21	21	21
Utah	4	6	6

BLM special agents monitor each cooperative agreement. The agreements are usually with a county sheriff or a State or local law enforcement agency. Resources being protected through law enforcement agreements vary from State-to-State and by the nature of the problem.

Cooperative agreements in California's Mendocino County and in Montana's Fort Meade Recreational Area and with Nevada's Division of State Parks all provide for vehicular patrol, radio monitoring and a law enforcement presence at selected high-use public land use areas which act as deterrents to numerous types of violations. Patrol and presence, particularly in remote and isolated areas, provide a measure of prevention, reducing people-versus-people violations, vandalism to improved facilities, ORV violations, and vegetative thefts to a vast area of public lands which otherwise would remain unprotected.

Direct BLM Protection Activities

Case investigation continues to be the mainstay of BLM law enforcement work. It provides investigative contacts which give exposure and visibility to resource protection personnel and, in many cases, acts as a deterrent to further violations.

From 2 to 4 special agents are assigned to each BLM State Office and the Headquarters Office to conduct criminal investigations and manage the BLM law enforcement program.

Investigations conducted by BLM special agents have resulted in Federal convictions for theft of coal; oil and gas lottery fraud; theft and destruction of archaeological resources, timber, Native desert vegetation, minerals, and wild horses and burros; and unauthorized use.

The growing and harvesting of marijuana on public land continues to be a problem. Federal, State, and local law enforcement agencies are addressing this problem through individual and cooperative investigative and eradication efforts. BLM expects to devote \$1,000,000 to marijuana control in 1987.

A number of law enforcement agreements signed with county sheriffs have singled out marijuana control as the major work task to be accomplished. BLM works cooperatively with State and local government agencies in this matter and is cooperating extensively with the Drug Enforcement Administration, Forest Service, National Park Service, and the Bureau of Indian Affairs in such projects as remote sensing and area reduction mapping, and the Campaign Against Marijuana Planting (CAMP) for this purpose. BLM special agents have devoted considerable time to marijuana control work, particularly in California and Oregon.

In the area of theft of cultural resources, the Bureau continues to cooperate with State and local law enforcement agencies through law enforcement agreements and on-the-ground presence. The Bureau utilizes law enforcement techniques such as aerial overflights, information from confidential sources, undercover operations and remote sensing devices to complement normal investigative procedures.

Examples of activities in the area of cultural and antiquities thefts include:

- o Alaska - the recovery of \$108,000 of Mastodon Ivory;
- o Utah - widespread problems of archaeological artifact digging and trafficking has resulted in BLM's shifting the major part of its law enforcement capability in this area to a large-scale investigation of these problems;
- o Wyoming - investigation of a case of vandalizing and theft from an Indian burial site has resulted in the recovery of some items and appears to have helped decrease the number of complaints/cases of this nature.

The following table summarizes projected casework in 1985, 1986, and 1987:

<u>Workload Measure</u>	<u>1985 Actual</u>	<u>1986 Estimate</u>	<u>1987 Estimate</u>
Investigations:			
Wild horse and burro abuse	59	65	65
Timber theft	96	110	110
Range arson	23	30	30
Antiquities theft and destruction	68	95	95
Mineral theft and fraud	105	120	120
Theft and destruction of government property	62	75	75
Recreation site violations	89	110	110
Occupancy trespass	101	115	115
Marijuana control	143	165	165
*Other	97	105	105

* Assault, fraud, vegetative theft, assisting other agencies, and miscellaneous.

Justification of Program and Performance

Activity: Technical Services
Subactivity: Maintenance and Engineering Services

(Dollar amounts in thousands)

		1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
Building	\$	3,421	3,274	3,421	3,421	---
Maintenance	(FTE-T)	(55)		(55)	(55)	(---)
(Energy Conser-	\$	(---)	(14)	(14)	(12)	(-2)
vation Retrofit	(FTE-T)	(---)		(---)	(---)	(---)
Projects)						
Recreation	\$	4,096	3,920	4,081	3,681	-400
Maintenance	(FTE-T)	(68)		(68)	(65)	(-3)
Transportation	\$	3,483	3,333	3,483	3,483	---
Maintenance	(FTE-T)	(50)		(50)	(50)	(---)
Engineering	\$	1,160	1,110	1,160	1,160	---
Services	(FTE-T)	(26)		(26)	(26)	(---)
(Energy Conser-	\$	(80)	(80)	(80)	(80)	(---)
vation-Tech-	(FTE-T)	(2)		(2)	(2)	(---)
nical Surveys)						
Total	\$	12,160	11,637	12,145	11,745	-400
Requirements	(FTE-T)	(199)		(199)	(196)	(-3)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 Reduction	1986 Adjusted Approp.
Maintenance and Engineering Services	12,160	-523	11,637

As a result of the \$523,000 P.L. 99-177 reduction, the filling of critical vacancies will be delayed, and some positions will not be filled. Contracts for maintenance services will be deferred. These reductions will not prevent critical maintenance, but will delay scheduled maintenance.

Authorization

43 U.S.C. 1701, Federal Land Policy and Management Act of 1976 provides
1731-32, 1762 authority for:

- maintenance of roads required for protection, development, and management of lands for utilization of forest and other resources; and

- management of the public lands to protect scenic, historical, and archaeological values and to provide for outdoor recreation and human occupancy and use.

16 U.S.C. 594 The Timber Protection Act of 1972 provides for the protection
P.L. 67-315 of timber owned by the United States from fire, disease, and
insect ravages.

During the period of 1973-1986, the Bureau will have spent about \$80 million in capital investments for buildings, recreation facilities, and roads. In total, the estimated in-place value of the capital facilities and buildings owned and constructed by BLM is almost \$360 million. The proposed maintenance and engineering services expenditures of \$11,745,000 in 1987 represent 3.3 percent of the capital investment to be used for maintenance, upkeep, and protection of the investment.

Maintenance expenditures are also directly related to ensuring a safe environment for users of public lands and for Federal employees who manage and protect resource values.

BUILDING MAINTENANCE

Objectives

- o Provide maintenance on 132 BLM-owned office buildings, 700 other BLM-owned buildings and associated water and sewer systems in order to:
 - provide a safe and professional working environment for BLM employees and for public visitors to BLM office buildings; and
 - maintain the public investment through adequate stewardship of Federal buildings.
- o Provide retrofit maintenance such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures identified in technical surveys.

FY 1987 program

The 1987 Estimate level of \$3,421,000 and 55 FTE provides maintenance of BLM-owned water and sewer systems, office buildings, warehouses, shops, storage buildings, fire stations, lookouts, parking areas, and wareyards (outside of western Oregon).

Maintenance includes:

- o Major maintenance work, such as repairing sewage, electrical, heating, ventilating and air conditioning systems, and minor structural repairs;
- o Energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;
- o Minor maintenance work, such as repainting and replacing broken windows; and
- o Grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement.

Of the approximately 1,400 buildings owned by BLM, about 132 office buildings and over 700 other buildings will be maintained. The buildings scheduled for maintenance are those that are targeted for long-term retention and are needed to accomplish the goals of the organization. BLM will also maintain 97 water and sewage systems. Most of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities.

RECREATION MAINTENANCE

Objectives

- o Maintain 436 developed recreational sites on the public lands (outside of western Oregon) at a standard that will:
 - Protect public facilities, investments and resource values; and
 - Remove or correct health or safety hazards such as inadequate sanitary facilities and hazardous water supplies.
- o Provide cleanup and hazard reduction at about 4,000 undeveloped public land sites receiving recreational use to ensure public safety and to protect the surrounding natural resource values.

Base program

The Base program level is \$4,081,000 and 68 FTE. The principal costs of operating and maintaining recreation sites are:

- o trash collection;
- o installation and maintenance of water purification systems;
- o repair of structures (picnic facilities, restrooms, etc.);
- o removal of hazards such as dead trees, excess fire fuel, old mine shafts, etc.; and
- o repair or replacement of signs.

This level of maintenance will ensure safe, hazard-free and sanitary conditions for visitors to the public lands. This includes \$2,520,000 for trash collection, installation and maintenance of water purification devices, and repair of facilities at 436 developed recreation sites. The remaining \$1,561,000 will be used for cleanup of about 4,000 picnic and undeveloped sites and removal of 300 hazards.

Maintenance of recreational facilities is supplemented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are also being developed with local clubs or other organizations to maintain recreational sites whenever possible.

To ensure more effective use of maintenance funds, the Bureau is including a periodic maintenance schedule as part of the design requirements on all new

projects. During 1987, BLM will maintain 436 developed campsites consisting of 4,726 "Family Units." ^{1/} Minimum maintenance will be provided for 4,000 picnic and undeveloped sites to protect users' health and safety. Maintenance funds will be concentrated on the most intensively used recreation areas where both visitor use and BLM's investment is the greatest.

Decrease from 1987 Base

(dollars in thousands)

	FY 1987 <u>Base</u>	FY 1987 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	4,081	3,681	-400
(FTE-T)	(68)	(65)	(-3)

The proposed decrease will reduce the frequency of maintenance at several of the Bureau's recreation, picnic, and undeveloped sites. The Bureau will defer cleanup of 1,200 picnic and undeveloped sites and removal of 40 hazards. The Bureau will continue to maintain sites in a safe, hazard free, sanitary condition.

Distribution of change by object class

The object class detail for the \$400,000 decrease is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	3	\$ 82,000
Personnel benefits		13,000
Travel and transportation of persons		5,000
Transportation of things		50,000
Other services		230,000
Supplies and equipment		<u>20,000</u>
Total		\$400,000

TRANSPORTATION MAINTENANCE

Objective

- o To maintain roads, trails, and major bridges on BLM-administered public lands outside of western Oregon in order to:
 - prevent expensive replacement or rehabilitation costs,
 - protect the government and public capital investment,
 - increase the safety of the roads for use by the public and Federal employees,

^{1/} A "Family Unit" is the facility that a typical family would use at a developed campground and would normally consist of a parking space, table, and fire or barbecue site with associated water, sewage, and trash facilities.

- reduce erosion, and
- maintain the usefulness of roads for the purposes for which they were constructed.

FY 1987 program

The 1987 Estimate level for the transportation maintenance program is \$3,483,000 and 50 FTE.

There are about 44,000 miles of roads, 5,000 miles of trails, and 250 major bridges on public lands outside of western Oregon. Responsibility for maintaining these roads and bridges lies with BLM. At the requested 1987 funding level, the Bureau will:

- o Provide scheduled maintenance on 6,982 miles of road;
- o Maintain 46 bridges; and
- o Provide corrective maintenance on 670 miles of roads and trails.

About 95 percent of BLM road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- o Grading to repair damage from erosion;
- o Stabilization of shoulders to protect surfacing;
- o Resealing or repaving;
- o Replacement of individual culverts, and
- o Repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal examples are timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM).

For BLM scheduled maintenance work, emphasis is placed on those roads, trails, and bridges that receive the greatest use and on roads which have the greatest potential for erosion.

BLM roads represent public investments in public lands. Diligent maintenance reflects proper stewardship of these investments. Corrective maintenance involves the completion of maintenance that is not on a normal schedule and is the result of some abnormal situation which requires immediate corrective action. Examples would include damage to roads from heavy runoff or erosion, flood damage to roads and bridges, obstructions on roads, culvert damage, and others.

ENGINEERING SERVICES

Objectives

- o Provide engineering survey and design and other professional engineering/architectural services for the development and operation of the Bureau's physical facilities;

- o Conduct transportation planning in order to inventory, determine condition priority, and develop maintenance schedules for the Bureau's transportation system;
- o Provide technical engineering assistance to resource management programs; and
- o Operate one BLM sign shop (at Rawlins, Wyoming).

FY 1987 program

The 1987 Estimate is \$1,160,000 and 26 FTE. About \$1,060,000 will be used for engineering, and \$100,000 will be applied to the Bureau's signmaking work.

Engineering services provide essential expertise of professional engineers and architects located at the Denver Service Center to all other Bureau programs. In addition, State Office and District Office engineering personnel perform transportation system management services and contract supervision and administration of both facility construction and major land improvements requiring engineering expertise. Examples of engineering services are:

- Survey and design of timber access roads (to be built by others);
- Survey and design of roads requiring easements;
- Technical assistance for dam and bridge safety inspections, rehabilitation and maintenance;
- Technical assistance for health and safety services at Bureau facilities;
- Review and administration of architectural and engineering source contracts for all programs; and
- Transportation system management functions for all Bureau programs.

In addition to the survey and design work for buildings, roads and trails, and recreation facilities, the Bureau's engineering personnel perform a number of other services including:

- o Dam safety review (through design, evaluation, and rehabilitation of structures);
- o Expert review of dam safety problems, bridge inspections and repairs, and road washouts in emergency situations; and
- o Technical assistance for the design and maintenance of range improvement and wildlife and watershed projects.

Sign Program

The Bureau produces about 10,000 signs annually. If BLM does not make the signs, regulations require the work to be contracted to Federal Prison Industries. Building the signs in-house allows BLM to meet a variety of needs, still conform to standards, and do so at savings to the government by reducing transportation costs.

The 10,000 signs that are installed or replaced each year provide:

- o Information to the public at Bureau office complexes and recreational sites;

- o Public land location or boundary identification and road directional assistance to the public and for program management purposes; and
- o Safety and interpretive signs to protect the public and help them better understand and appreciate the natural resources around them.

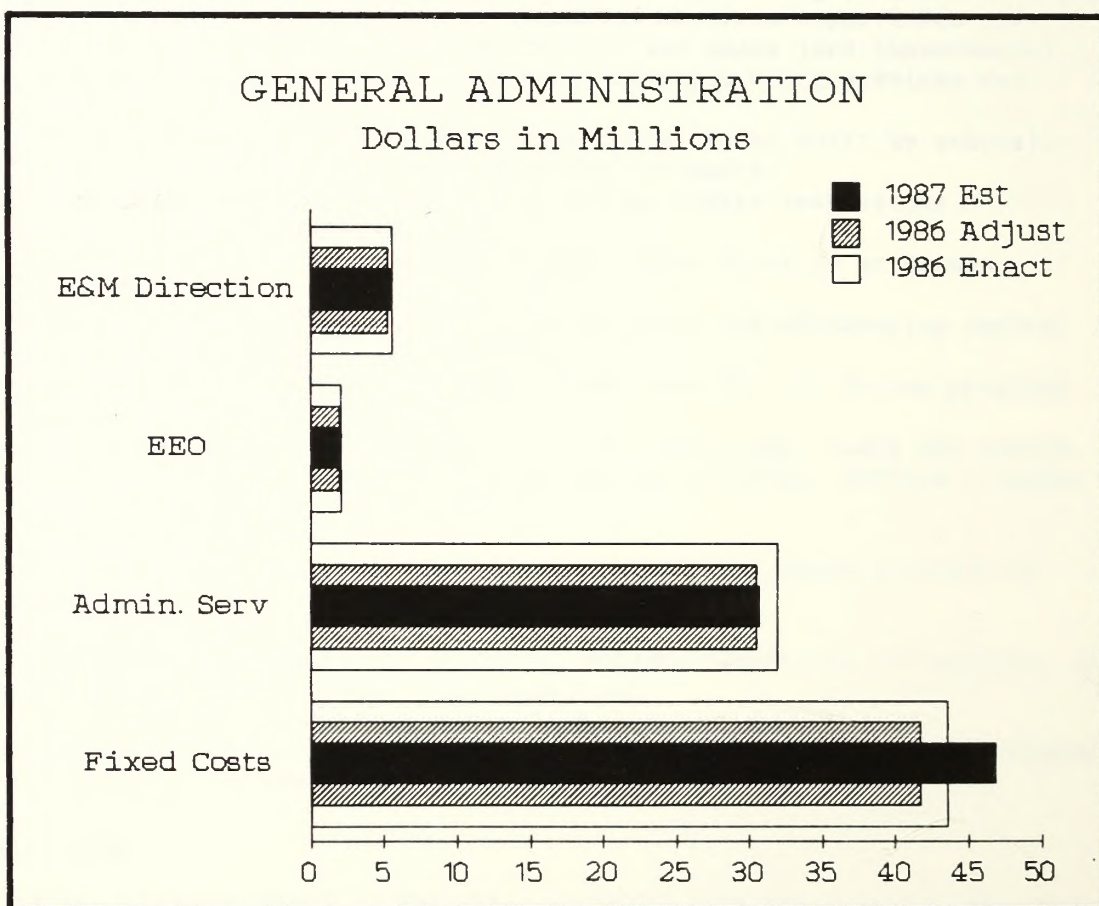


Activity Summary

Activity: General Administration

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Approp. Enacted</u>	<u>FY 1986 Adjusted Approp.</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
General						
Administration	83,136	83,101	79,528	80,963	85,101	+4,138



Justification of Program and Performance

Activity: General Administration
Subactivity: General Administration

(Dollar amounts in thousands)

<u>Program Elements</u>		1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
Executive and Managerial Direction	\$ (FTE-T)	5,567 (98)	5,328	5,525 (97)	5,525 (97)	--- (---)
Equal Employment Opportunity	\$ (FTE-T)	2,064 (60)	1,975	2,056 (60)	2,056 (60)	--- (---)
Administrative Services and Support	\$ (FTE-T)	31,894 (1,037)	30,523	30,441 (992)	30,680 (992)	+239 (---)
Bureauwide Fixed Costs	\$ (FTE-T)	43,576 (---)	41,702	42,941 (---)	46,840 (---)	+3,899 (---)
Total Requirements	\$ (FTE-T)	83,101 (1,195)	79,528	80,963 (1,149)	85,101 (1,149)	+4,138 (---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
General Administration	83,101	-3,573	79,528

As a result of the \$3,573,000 P.L. 99-177 reduction, only the most critical vacant and vacated positions will be filled; purchases of supplies and materials will be deferred; some pending requests to GSA for leased space changes will be deferred, and savings should accrue from delays in space requests which GSA is not expected to accomplish on schedule; the number of permanent change of duty station moves will be reduced; and reductions will be sought in the usage of certain commercial telephone service and equipment.

Authorization

43 U.S.C. 1713, 1748
P. L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976, section 301, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by section 403 of the Reorganization Plan No. 3 of 1946 (43 U.S.C. 1451, note).

42 U.S.C. 2000

Civil Rights Act of 1964, as amended, requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.

Executive Order 11478

Requires establishment and maintenance of affirmative program of equal employment opportunity for all employees and applicants for employment.

P.L. 97-177

Prompt Payment Act of 1982 requires that agencies meet certain deadlines in paying invoices from vendors and include specified payment requirements in procurement documents when they are issued. In addition, the act requires the payment of interest penalties when invoices are not paid on time.

Funding Sources

Funding for the general administration expenses of the Bureau is provided from two sources: (1) the direct appropriation of funds provided from this activity and (2) credits from indefinite appropriation accounts and reimbursements. In 1987, the total estimated funding from all sources is as follows:

Fund Source Table
(Dollar amounts in thousands)

<u>Source</u>	1985 <u>Actual</u>	1986 <u>Estimate</u>	1987 <u>Estimate</u>
General Administration, MLR	\$83,136	\$83,101	\$85,101
MLR-Reimbursements	1,112	850	850
Range Improvements appropriation	600	600	600
Payments in Lieu of Taxes appropriation	200	200	200
Service Charges, Deposits, & Forfeitures appropriation	440	566	770
Road Maintenance-Permanent appropriation	275	280	280
Trust Funds	<u>324</u>	<u>70</u>	<u>70</u>
Total Available	\$86,087	\$85,667	\$87,871

Objective

The objective of the general administration activity is to provide general administrative support to all Bureau programs and organizational levels in order to function effectively, and to provide that support at the lowest possible cost. These services include executive and managerial direction, equal employment opportunity programs, financial management, records and directives systems management, budget development and execution, personnel administration, procurement and contracting services, property management, and funding for a variety of Bureauwide fixed costs.

The 1987 Estimate for general administration is a proposed funding level that is only 14.6 percent of the total 1987 Estimate for the Bureau. This percentage is well within recognized acceptable limits for administrative costs and efficiency.

EXECUTIVE AND MANAGERIAL DIRECTION

(Dollar amounts in thousands)

	<u>1986</u> <u>Estimate</u>		<u>1987</u> <u>Base</u>		<u>1987</u> <u>Estimate</u>	
	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>
<u>Executive & Managerial</u> <u>Direction</u>	<u>98</u>	<u>5,567</u>	<u>97</u>	<u>5,525</u>	<u>97</u>	<u>5,525</u>
Executive Direction -						
Headquarters Office	15	996	15	996	15	996
State Offices/DSC	38	2,255	38	2,255	38	2,255
Managerial Direction -						
District Offices	45	2,316	44	2,274	44	2,274

FY 1987 program

The directorate level positions in the headquarters office included in the executive and managerial direction element are the Director, the Associate Director, Special Assistants to the Director, the Deputy Directors, the Assistant Director-Administration, and their immediate office secretaries. The other Assistant Directors and their staffs are funded by the budget activities and programs for which they are responsible.

The role of the headquarters directorate is to develop general and specific managerial and administrative policy for the Bureau, and to provide executive direction to the field organization consisting of 12 State Offices, the Service Center, and the Boise Interagency Fire Center. The directorate also represents the Bureau and its resource management programs in relations with the Department, Congress, other Federal agencies, and any international organizations with interest in resource utilization and management.

The executive direction positions in the State Offices include the 12 State Directors, the Associate State Directors, and their immediate office secretarial support. This State directorate level is responsible for implementing national policy by providing procedural and program guidance and ensuring consistent application and implementation of Bureau policy and procedures through executive direction over field operations.

The Director of the Service Center ensures that technical and administrative support is provided to Headquarters, State and district office operational programs.

District managers provide managerial direction in each of the Bureau's district offices. They are responsible for working within the parameters of national and State policy direction, but have the flexibility to achieve program goals by tailoring implementation measures to fit local conditions and resource needs.

EQUAL EMPLOYMENT OPPORTUNITY

(Dollar amounts in thousands)

	1986		1987 Base		FY 1987	
	Estimate				Estimate	
	FTE	\$	FTE	\$	FTE	\$
<u>Equal Employment Opportunity</u>	<u>60</u>	<u>2,064</u>	<u>60</u>	<u>2,056</u>	<u>60</u>	<u>2,056</u>
Headquarters Office	13	534	13	530	13	530
Field	47	1,530	47	1,526	47	1,526

FY 1987 program

The 1987 program for equal employment opportunity (EEO) is \$2,056,000 and 60 FTE.

The Bureau EEO Office is responsible for the development, implementation, and evaluation of the Bureau's EEO program. Field level EEO Officers in the State Offices and other units perform corresponding functions within their areas of responsibility.

The Bureau's Equal Employment Opportunity program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, the Civil Service Reform Act, Departmental Directives, and related statutes, regulations and orders designed to prevent discrimination in Bureau hiring and employment practices. The program provides for the processing of EEO discrimination complaints, the coordination of the Federal Equal Opportunity Recruitment Program (FEORP) and other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing cooperative education and other agreements with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO-related training based on need-specific requirements.

Pursuant to Executive Order 12320, the Bureau administers the Historically Black Colleges and Universities Program Initiative as a key component of civil rights compliance responsibilities of the Office of Equal Employment Opportunity. Four of the five programmatic areas identified by the Office of Historically Black Colleges and Universities Program, (i.e., Education and Training, Special Projects, Public Information, and Private Sector Involvement) will be emphasized in 1987.

Preliminary planning and pilot implementation have been completed to extend field participation and involvement in Title VI compliance, specifically, Recreation and Public Purposes Act interests, and in Title VII work. The program is emphasizing professional conflict management capabilities to further increase cost-effectiveness in the management and adjudication of civil rights issues as a means of reducing the extreme expenses often associated with litigation of these matters.

Projected workload accomplishments include:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Informal complaints	360	380	380	---
Formal complaints	25	37	45	+8
Complaints resolved/adjusted	38	38	38	---
EEO counselors trained	50	45	40	-5
Administrative inquiries performed	2	5	5	---

ADMINISTRATIVE SERVICES AND SUPPORT

(Dollar amounts in thousands)

	<u>1986 Estimate</u>		<u>1987 Base</u>		<u>1987 Estimate</u>		<u>Inc(+) or Dec(-))</u>	
	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>
<u>Administrative Services and Support</u>	1,037	31,894	992	30,441	992	30,680	---	+239

The table below compares the individual program element costs for 1986, 1987 Base and 1987 Estimate.

	<u>1986 Estimate</u>		<u>1987 Base</u>		<u>1987 Estimate</u>		<u>Inc(+) or Dec(-)</u>	
	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>
Public Affairs & Information	24	871	24	869	24	869	---	---
Budget Development and Execution	79	2,843	77	2,760	77	2,760	---	---
Procurement and Property Management	444	13,835	431	13,426	431	13,635	---	+209
Personnel, Training, and Safety	225	7,106	195	6,163	195	6,193	---	+30
Financial Management	93	2,563	93	2,557	93	2,557	---	---
Records & Directives								
Systems Management	138	3,464	138	3,456	138	3,456	---	---
Other Management Support	<u>34</u>	<u>1,212</u>	<u>34</u>	<u>1,210</u>	<u>34</u>	<u>1,210</u>	<u>---</u>	<u>---</u>
TOTAL	1,037	31,894	992	30,441	992	30,680	---	+239

Base program

The administrative services and support element provides basic services which are essential to the entire Bureau organization to sustain ongoing operations and program accomplishment for all the Bureau's direct operating appropriations (i.e., Management of Lands and Resources, Oregon and California Grant Lands, Construction and Access, and Land Acquisition).

A reduction of \$1,384,000 and 45 FTE is included as an adjustment to the 1987 base for the estimated amount of management initiative savings that would be achieved from streamlining, consolidation of operations, and improved administrative servicing ratios in certain administrative functions.

The various administrative services and support program elements are described below.

(Dollar amounts in thousands)

	1986		1987		1987	
	Estimate		Base		Estimate	
	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>
<u>Public Affairs and Information</u>	<u>24</u>	<u>871</u>	<u>24</u>	<u>869</u>	<u>24</u>	<u>869</u>
Headquarters Office	13	515	13	514	13	514
Field	11	356	11	355	11	355

At the headquarters level, the public affairs staff is responsible for Bureauwide public affairs program development, oversight of policies and practices for involving the public in Bureau decisions, and for developing and maintaining productive working relationships with other Federal, State, and local agencies and user groups. The staff develops and provides guidance for Bureauwide formal cooperative agreements with such agencies and groups and manages the Bureau's publications program.

The staff also provides public information at the national level and provides advice to field line managers on public affairs, media relations and information matters. It ensures that appropriate channels are available for communicating with both public land users and the general public about resource issues.

At the field level, the public affairs staffs provide overall program assistance, support and guidance to State directors and district managers in the same program areas addressed by the Headquarters office. Direct informational and public participation efforts by field public affairs staffs in support of individual program requirements are funded by the benefiting activity or subactivity.

(Dollar amounts in thousands)

	1986		1987		1987	
	Estimate		Base		Estimate	
	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>
<u>Budget Development and Execution</u>	<u>79</u>	<u>2,843</u>	<u>77</u>	<u>2,760</u>	<u>77</u>	<u>2,760</u>
Headquarters Office	22	897	20	818	20	818
Field	57	1,946	57	1,942	57	1,942

All Bureau organizational units and levels have some role to perform in BLM's budgeting and programming efforts. The headquarters budget office staff is responsible for the general management of the budget formulation and execution work involving BLM's appropriations and other funding authorities. The office also develops and presents the Bureau's budget estimates and prepares budget justifications. It prepares, monitors, and analyzes other program and budget documents, including the annual work plan, the current year operating budgets, and program year budget plans for out-year budget development.

The budget office staff is responsible for budget execution, for ensuring compliance with the provisions of the appropriations acts, and for fund control to prevent overobligation of funds. The staff prepares cost and manpower estimates, supplemental and reprogramming requests, and status of requirements analyses. The budget office is supported in this effort by program specialists from each part of the headquarters organization relative to their own programs' specific budgetary requirements.

In the field, the personnel necessary to operate various phases of overall budget formulation and execution for their organizational units are located in the State and district offices and at the Service Center. The funds identified above include only the costs of the budget and programming work performed on a Bureauwide, Statewide or officewide basis. Budgetary and program development work required in direct support of individual programs is funded by the benefiting activity or subactivity.

(Dollar amounts in thousands)

	1986		1987		1987		Inc(+) or Dec(-)	
	Estimate		Base		Estimate			
	FTE	\$	FTE	\$	FTE	\$	FTE	\$
<u>Procurement and Property Management</u>	<u>444</u>	<u>13,835</u>	<u>431</u>	<u>13,426</u>	<u>431</u>	<u>13,635</u>	<u>---</u>	<u>+209</u>
Headquarters Office	31	2,299	30	2,254	30	2,289	---	+35
Field	413	11,536	401	11,172	401	11,346	---	+174

At the Headquarters level, the procurement and property management staffs:

- o Plan and direct the Bureau's procurement, space management, and property management to ensure responsiveness to program needs and coordination with other Bureau programs;
- o Provide program direction, goal development, and liaison with other governmental and private organizations for the Bureau's Small and Disadvantaged Business Utilization Program;
- o Develop directives and other guides regarding procurement and property management functions to ensure conformity with Federal laws and regulations, and process and issue contracting officer warrants for the Bureau;
- o Identify needs for regulatory changes and provide advice and assistance to the Department in their preparation;

- o Maintain liaison with vendors, manufacturers, and trade associations to stay abreast of new technology and market developments in Bureau procurement areas; and
- o Provide operational general services such as purchasing, space management, printing management, and duplicating services for the headquarters office.
- o Also, internal mail routing and processing services for the headquarters office were provided until March 1985. At that time, employees in the Bureau's mailroom were transferred to a consolidated Departmental mail unit to reduce overall costs and increase internal mail processing efficiencies. Therefore, the 1986 and 1987 Estimates both already include a reduction of \$167,000 and 9 FTE below the 1985 level previously justified as part of a 10 percent management initiative saving in BLM's 1986 Budget Justifications.

At the field level, the procurement and property management staffs implement these various systems and manage the operational aspects of procurement; property management; receiving, storing and issuing property; project materials and supplies; and space management required to support the organization's functions.

Procurement and contracting organizations at all levels of BLM purchased goods and services totaling about \$83.1 million in 1985. This included about \$47.3 million in contracts for supplies, services, studies and construction work. It also included \$35.8 million in small purchases (awards under \$10,000 each) and other actions processed by procurement staffs throughout the Bureau.

The property management workload includes inventory and control of:

- o Capitalized and Major Noncapitalized Equipment comprising approximately 104,000 items valued at \$138 million (acquisition value).
- o Project materials (stores) comprising regular program stores of approximately \$2.9 million in acquisition value, and fire stores of approximately \$7.4 million in acquisition value.
- o Motor Vehicle and Heavy Equipment Management consists of: BLM-Owned - Approximately 1,900 motor vehicles and 500 self-propelled equipment units (tractors, road graders, forklifts, snowmobiles, etc.), and GSA-Motor Pool Assignments - Approximately 2,850 motor vehicles.
- o Real Property:
 - BLM-Owned - 1,543 buildings for program administration and management containing 1.8 million square feet.
 - GSA Leased (FY 1987)
 - 1.4 million square feet of office space, and
 - 2.9 million square feet of storage, parking, and other space

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate		Inc(+) or Dec(-)	
	FTE	\$	FTE	\$	FTE	\$	FTE	\$
<u>Personnel, Training and Safety</u>	<u>225</u>	<u>7,106</u>	<u>195</u>	<u>6,163</u>	<u>195</u>	<u>6,193</u>	---	+30
Headquarters Office	33	1,109	30	988	30	995	---	+7
Field	192	5,997	165	5,175	1635	5,198	---	+23

The Headquarters office personnel, training and safety staffs formulate objectives, policies, and guidelines for Bureauwide activities. More specifically, the staffs:

- o Develop comprehensive personnel management programs covering all personnel functions to meet BLM mission accomplishment in compliance with laws, regulations, and public policies. This includes programs and policies for operating personnel offices in the Headquarters offices, the Service Center, State Offices and other Bureau offices where personnel authority is currently delegated;
- o Develop policies and programs to implement provisions of the Civil Service Reform Act of 1978, including merit pay for supervisors and the Senior Executive Service;
- o Develop policies and programs to implement the Bureau's Performance Improvement Systems, Incentive Awards Program, orientation, training, and planned employee development activities;
- o Develop policies and programs to carry out Bureau responsibilities for position classification; merit promotion and internal placement plans; upward mobility; cooperative education; summer and seasonal employment; Federal Equal Opportunity Recruitment Program; and special emphasis programs designed to address the employment needs of handicapped, disadvantaged, underutilized and others identified by statute or regulations;
- o Develop policies, programs, and objectives for the Bureau's international cooperative and technical assistance programs;
- o Provide technical advice and assistance for Bureau technical training courses and training centers, including providing technical criteria and procedures on a Bureauwide basis. Provide executive and management training and other special employee development programs; and
- o Develop, administer, and evaluate a program to further the occupational health and safety of Bureau employees and the safety of public land visitors.

The Headquarters, Service Center, and State Office servicing personnel staffs also provide the following services to subordinate offices:

- o Technical advice and assistance to line management concerning labor relations activities that involve Bureau offices and employees. Over 2,200 Bureau employees are represented by two unions at 20 geographic locations.

Additionally, the National Federation of Federal Employees has been accorded a national consultation right since they represent more than 10 percent of Bureau employees. This requires the Bureau to inform the union of any substantive change in conditions of employment proposed by BLM management and to consider their views and recommendations prior to final implementation; and

- o Counseling of employees including advice, assistance, interpretation, and guidance concerning the Department's regulations relating to responsibilities, conduct, and employee rights. Conduct technical reviews of and make recommendations regarding employee complaints, adverse actions or grievance cases on appeal to the Director. Of particular importance is the Bureauwide conflict of interest program which entails the services of 2 full-time and 15 collateral duty employees who personally contact 3,500 employees to obtain 4,500 forms related to financial disclosure requirements under 6 statutes.

The servicing personnel specialists and clerks in each State Office and in other field offices carry out the operational aspects of the program, which include:

- o Staffing and organizational analysis and classification review of 8,000 positions;
- o Processing 35,000 personnel actions and issuing 2,000 vacancy announcements annually involved in the process of selecting, appointing, reassigning, promoting and releasing employees;
- o Determining training needs and advising supervisors on training opportunities;
- o Developing and managing a program to ensure that employees receive proper orientation and the training needed to perform assigned duties at an acceptable level of performance; and processing 1,446 employee performance awards;
- o Providing information on employee benefits and retirement procedures and processing transfers; and
- o Handling approximately 300 employee grievances and formal complaints.

A major cost savings is expected to result from meeting a Bureauwide ratio of one personnelist to each 60 employees. It is estimated that this management initiative saving will be 30 FTE and \$925,000.

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	\$	FTE	\$	FTE	\$
Financial Management	93	2,563	93	2,557	93	2,557
Headquarters Office	12	407	12	406	12	406
Field	81	2,156	81	2,151	81	2,151

The Headquarters Office finance staff directs the operation and improvement of the Bureau's integrated appropriation/cost accounting system to meet all managerial and legal accounting and financial management requirements, and specifically:

- o Develops and provides guidance, implements and reviews accounting policies and procedures to maintain an efficient accounting system that is fully integrated with the Bureau's budgeting system and is consistent with the requirements of the General Accounting Office, the Office of Management and Budget, the Department of Treasury, General Services Administration, and the Office of the Secretary. Continuing Treasury and OMB innovations relating to cash transactions and reporting have required frequent revisions to the automated financial management system and internal control mechanisms;
- o Provides policy, program guidance, and technical assistance on financial control systems to Headquarters program offices, field offices, and the Service Center, with particular emphasis on fund accountability, accounting systems, receipt collections, payroll, voucher auditing, and making disbursements to meet Departmental and Federal accounting requirements;
- o Provides guidance and technical assistance for Bureauwide cost recovery programs and monitors billings and recovery of funds on major rights-of-way projects;
- o Develops policies, provides technical advice, and implements systems and procedures for processing and recording receipts from sales and leases of lands administered by the Bureau and the disposition of these funds, payments, and loans to State and local governments;
- o Administers and implements the provisions of the Payments in Lieu of Taxes Act (P.L. 94-565), as amended, and provides advice, guidance and coordination with Federal, State and local government officials; and
- o Investigates and processes tort claims.

The Service Center (DSC) financial operations division processes financial documents that have been initiated at BLM field offices and maintains the Bureau's system of accounts and financial management reports, audits vouchers, billings and invoices; processes payments; handles receivables; and accounts for receipts. Finance personnel, process approximately 158,000 payments, and 227,000 billing, collection, and other miscellaneous accounting documents each year.

(Dollar amounts in thousands)

	1986 Estimate		1987 Base		1987 Estimate	
	FTE	\$	FTE	\$	FTE	\$
<u>Records and Directives</u>						
<u>Systems Management</u>	138	3,464	138	3,456	138	3,456
Headquarters Office	12	420	12	419	12	419
Field	126	3,044	126	3,037	126	3,037

The records, paperwork and directives management staffs in the Headquarters Office and at all organizational levels maintain the official files, central records and Bureau directives in accordance with the Bureauwide program for paperwork management. The Headquarters staff develops standards and procedures and reviews all directives issued by the Director's Office. The Denver Service Center staff provides assistance, training and quality control. The BLM's record holdings are comprised of 130,400 cubic feet of records and 55,300 cubic feet of library reference material.

(Dollar amounts in thousands)

1986 Estimate		1987 Base		1987 Estimate	
FTE	\$	FTE	\$	FTE	\$

Other Management Support

Headquarters Office	34	1,212	34	1,210	34	1,210
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This category includes the Headquarters staffs that support the directorate and field level executives on matters involving congressional liaison, legislation and regulatory management, program evaluation, and management analysis. The cost and FTE breakdown for other management support includes the following:

(Dollar amounts in thousands)

1986 Estimate		1987 Base		1987 Estimate	
FTE	\$	FTE	\$	FTE	\$

Congressional Liaison	3	160	3	160	3	160
Management Support	31	1,052	31	1,050	31	1,050

Increase from 1987 Base

(dollars in thousands)

	FY 1987 Base	FY 1987 Estimate	Difference
\$	30,441	30,680	+239
(FTE-T)	(992)	(992)	(---

The increase of \$239,000 is needed for the following purposes:

- o An increase of \$30,000 for costs of using the unemployment compensation contract and for increased costs of adjudication of personnel classification appeals. The Department of Agriculture (USDA) has agreed that bureaus and offices in the Department of the Interior may use the services of a firm already under contract with USDA to improve controls in their employee unemployment compensation program. The contractor edits unemployment compensation claims from former Bureau employees that are received from the various State agencies and ensures that the claims are valid. Until now bureaus in the Department of the Interior have not had an effective method of evaluating the validity of bills that are received from the Department of

Labor (DOL) for unemployment benefits paid to former employees. This contract service should provide a method of verifying DOL bills in the future and should result in reduced unemployment compensation claim costs to the Bureau in the future. Additionally, the Department has obtained contractual assistance for adjudication work on personnel classification appeals. The cost associated with this work for the BLM is charged to the Bureau. An increase of work in this function has occurred over the past several years.

- o An increase of \$209,000 for increased volume and cost of administrative duplicating and priority printing work.

Although significant efforts have been made to reduce in-house copy equipment needs and minimize the volume of work for printing, duplicating, and copying services, the Bureau has experienced an increase in the cost and workload demand for these services which are provided by the Departmental printing plant and by commercial printing firms.

Distribution of change by object class

The object class detail for the \$239,000 increase is as follows:

	<u>Amount</u>
Printing and reproduction	\$209,000
Other services	<u>30,000</u>
Total	\$239,000

BUREAUWIDE FIXED COSTS

Base program

The table below compares the individual item costs for 1986, 1987 Base, and 1987 Estimate, and shows the increase of the 1987 Estimate from the 1987 Base.

(Dollar amounts in thousands)

<u>Cost Item</u>	<u>1986</u> <u>Estimate</u>	<u>1987</u> <u>Base</u>	<u>1987</u> <u>Estimate</u>	<u>Inc. (+)</u> <u>or</u> <u>Dec. (-)</u>
Space Rental (GSA)	25,994	25,057	25,057	---
General Purpose Wire Communications	(7,787)	(7,787)	(9,206)	(+1,419)
FTS	1,955	1,955	2,105	+150
Commercial Telephone	5,552	5,552	6,821	+1,269
Facsimile Equipment	280	280	280	---
Permanent Change of Duty Station Costs	3,100	3,100	5,113	+2,013
Mail and Postal Service	3,000	3,000	3,000	---
Injured Employee Compensation	1,905	2,207	2,207	---
Unemployment Compensation	1,400	1,400	1,400	---
Departmental Services	<u>390</u>	<u>390</u>	<u>857</u>	<u>+467</u>
Total, Fixed Costs	43,576	42,941	46,840	+3,899

Item Description and Justification of Change from Base:

Space Rental - The 1987 level is \$25,057,000 at both the Base and Estimate levels.

This amount is GSA's 1987 estimate of the Commercially Based Rent (Rent) charge for rental of office, warehouse, storage, and other facilities which are occupied by BLM. This estimate includes the Bureau's share of the cost of Departmentally controlled space in the Main Interior building. The amount of \$25,057,000 represents a 4 percent decrease from the 1986 level, mostly because of the reappraisal by GSA of rental rates on all its leased space, as required under the new rent system which replaces the Standard Level User Charge (SLUC) rate structure in 1987. The reappraised rental rates in the Western United States, where most BLM leased space is located, are generally lower than they were under the SLUC. The original rent rates proposed by GSA for 1987 were actually higher than for 1986 SLUC; but, based upon direction from the Office of Management and Budget to GSA, the rates were reduced by 15 percent. GSA has indicated that the full commercial equivalent rent rates are scheduled for implementation in 1988.

General Purpose Wire Communications - The 1987 Base is \$7,787,000, and the Estimate is \$9,206,000; an increase of \$1,419,000.

This cost includes:

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
FTS Charge	1,955	2,105	+150
Commercial telephone	5,552	6,821	+1,269
Facsimile equipment	280	280	---

The FTS estimate reflects anticipated rate increases which will, to a large degree, offset the anticipated decrease in line-minute usage.

As a result of the AT&T divestiture, commercial telephone costs have been increasing and are expected to increase each year through 1987, mostly due to the effect of acquisition cost of administrative telephone systems. At the time that divestiture took effect, AT&T assumed ownership of all phone systems that were previously available to customers on a lease basis; and, as a result, it became necessary for phone system users such as BLM to buy replacement systems. The Bureau is planning to purchase the systems on a competitive basis each year through 1987, resulting in an additional need of \$1,269,000.

Permanent Change of Duty Station Costs - The 1987 Base is \$3,100,000, and the Estimate is \$5,113,000, an increase of \$2,013,000.

The increase of \$2,013,000 is needed to pay the increasing costs of transferring Bureau employees among locations to meet changing workloads of Bureau organizations and to cover the rising costs resulting from changes in allowable rates and benefits to employees who will be or have been transferred through a permanent change of duty station.

Public Law 98-151, signed on November 14, 1983, provided for significant increases in moving allowances for Federal employees, including several significant new relocation benefits. In 1984, the first year the Act and its

regulations were implemented, Bureau costs for interstate transfers of personnel at grade GS-11 or above amounted to approximately \$4.3 million. Assuming the level of transfers remains constant in 1987, an increase of \$1,200,000 will be needed simply to cover the additional relocation costs.

Additionally, P.L. 98-151 provided for a relocation income tax (RIT) allowance for reimbursement of additional Federal, State, and local income taxes incurred by transferred Federal employees as a result of certain relocation expense reimbursements. Since implementing instructions for RIT were not issued by GSA until April 1985, and not approved for implementation in the Department until later, no costs for this new allowance were incurred until 1986. Estimates of the full actual cost to the Bureau of these benefits remains uncertain; however, our current estimate is that the additional 1987 funding needed to cover RIT costs will be \$490,000.

P.L. 98-151 also authorizes agencies to provide additional relocation services to employees and to contract with private firms to provide these services. Accordingly, at the Interior Department's request, GSA has established a contract for relocation services which should be implemented during 1986 and will include the following services: guaranteed home sale for eligible employees transferred for the benefit of the Government; home-finding assistance for employees desiring to purchase or rent at the new location; home marketing assistance; and mortgage-finding assistance. The estimated additional 1987 funding needed to cover the Bureau's share of relocation services under the contract is \$323,000.

Mail and Postal - The 1987 Estimate is \$3,000,000.

The U.S. Postal Service (USPS) assesses the Bureau for mail and postal tariffs. The 1987 Estimate assumes no postal rate increases during 1987 and no change in the Bureau's volume of mail from the 1986 level.

Injured Employee Compensation - The 1986 Estimate is \$2,207,000.

The Department of Labor (DOL) annually assesses the Bureau of Land Management for costs of compensation and medical benefits paid to current and former employees injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund.

Unemployment Compensation - The 1986 Estimate is \$1,400,000.

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, must be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund by the various Federal agencies. The Department of Labor issues bills to the Interior Department which are subsequently allocated to the Bureaus for payment of amounts to reimburse the Unemployment Trust Fund.

Departmental Services - The 1987 Base is \$390,000, and the Estimate is \$857,000. There is an increase of \$467,000.

This estimate represents the Bureau's share of costs for common services provided in Washington and in Main Interior Building at the Departmental level such as health services, building security, library, and central support

management services. Of the total increase requested, \$167,000 is for BLM's share of the cost of centralized mail processing services that the Department provides for all bureaus and offices located at the Interior Complex (Interior and Interior South buildings) in Washington. The remaining \$300,000 increase is for the Bureau's estimated share of costs for a new telephone switchboard system that the Department is expected to install in the Main Interior building in 1987. This system is expected to result in long-term savings in telephone costs.

Distribution of change by object class

The object class detail for the proposed general administration increase of \$3,899,000 is as follows:

	<u>Amount</u>
Personnel benefits	\$1,585,000
Transportation of things	378,000
Communities, utilities, and miscellaneous charges	1,719,000
Other services	217,000
Total	<u>\$3,899,000</u>

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Management of Lands and Resources

Object Class					Inc. (+) or Dec. (-)	
	1987 Base		1987 Estimate		Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent positions - FTE-P .	7,258	200,618	7,097	196,168	-161	-4,450
11.3 Positions other than permanent	1,216	4,742	1,189	4,637	-27	-105
11.5 Other personnel compensation 1/.....	(372)	12,250	(372)	12,250	(---)	---
11.8 Special personal services payments.....	---	500	---	500	---	---
		2/		2/		
Total personnel compensation	8,474	218,110	8,286	213,555	-188	-4,555
<u>Other Objects</u>						
12.1 Personnel benefits		33,806		33,101		-705
13.0 Benefits to former employees		500		500		---
21.0 Travel & transportation of persons		17,230		16,500		-730
22.0 Transportation of things		10,440		10,000		-440
23.1 Standard level user charges .		25,057		25,057		---
23.2 Rental payments to others ...		600		600		---
23.3 Communications, utilities, and miscellaneous charges..		13,290		15,000		+1,710
24.0 Printing and reproduction ...		2,090		2,000		-90
25.0 Other services		50,044		37,347		-12,697
26.0 Supplies and materials		14,500		15,000		+500
31.0 Equipment		5,600		6,000		+400
32.0 Lands and structures		1,100		1,000		-100
42.0 Insurance claims and indemnities.....		25		25		---
Total Requirements		392,392		375,685		-16,707

- 1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.
 2/ Includes 868 other-than-permanent FTE for the firefighting program. Funding for these workyears is estimated to be required at the Base and Estimate levels; however, these funds will be borrowed from other accounts in FY 1987.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1109-0-1-302			
<u>Program by activities:</u>			
Direct program:			
00.01 Energy and minerals management...	79,553	83,903	77,572
00.02 Lands and realty management.....	41,745	41,717	38,954
00.03 Renewable resources management...	113,242	117,994	107,813
00.04 Planning and data management.....	22,662	23,148	22,413
00.05 Cadastral survey.....	24,590	26,756	22,691
00.06 Firefighting and rehabilitation..	74,102	4,076	4,076
00.07 Technical services.....	14,121	15,480	15,065
00.08 General administration.....	83,119	83,101	85,101
00.91 Total direct program.....	453,134	396,175	375,685
01.01 Reimbursable program.....	14,909	15,000	15,000
10.00 Total obligations.....	468,043	411,175	390,685

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DEPARTMENT OF THE INTERIOR
 BUREAU OF LAND MANAGEMENT
 MANAGEMENT OF LANDS AND RESOURCES
 Program and Financing (in thousands of dollars)

Identification code	85 19 actual	86 19 estimate	87 19 estimate
14-1109-0-1-302			
<u>Financing:</u>			
Offsetting collections from:			
11.00 Federal funds.....	-11,020	-11,000	-11,000
14.00 Non-Federal sources.....	-3,889	-4,000	-4,000
25.00 Unobligated balance lapsing.....	2,319	---	---
39.00 Budget authority.....	455,453	396,175	375,685
<u>Budget authority:</u>			
40.00 Appropriation.....	500,572	398,566	375,685
40.00 Reduction pursuant to P.L. 98-190	---	-2,391	---
41.00 Transferred to other accounts....	-45,119	---	---
43.00 Appropriation (adjusted)....	455,453	396,175	375,685
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	453,134	396,175	375,685
72.40 Obligated balance, start of year	62,273	64,293	55,966
74.40 Obligated balance, end of year..	-64,293	-55,966	-52,893
77.00 Adjustments in expired accounts.	-2,120	---	---
90.00 Outlays.....	448,994	404,502	378,758
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1109-0-1-302			
<u>Direct obligations:</u>			
Personnel compensation:			
11.1 Full-time permanent.....	203,383	202,664	196,168
11.3 Other than full-time permanent.	18,769	4,558	4,637
11.5 Other personnel compensation...	12,238	12,250	12,250
11.8 Special personal services payments	3,979	500	500
11.9 Total personnel compensation.	238,369	219,972	213,555
12.1 Personnel benefits: Civilian....	36,993	34,096	33,101
13.0 Benefits to former employees.....	501	500	500
21.0 Travel and transportation of persons.....	12,639	16,000	16,500
22.0 Transportation of things.....	14,534	10,000	10,000
23.1 Standard level user charges.....	23,334	25,994	25,057
23.2 Rental payments to others.....	619	600	600
23.3 Communications, utilities, and miscellaneous charges.....	18,079	15,000	15,000
24.0 Printing and reproduction.....	3,096	2,500	2,000
25.0 Other services.....	71,235	49,448	37,347
26.0 Supplies and materials.....	24,931	15,000	15,000
31.0 Equipment.....	7,703	6,000	6,000
32.0 Lands and structures.....	1,000	1,000	1,000
42.0 Insurance claims and indemnities.	101	25	25
99.0 Subtotal, direct obligations.	453,134	396,175	375,685
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1109-0-1-302			
<u>Reimbursable obligations:</u>			
Personnel compensation:			
11.1 Full-time permanent.....	3,548	3,195	3,005
11.3 Other than full-time permanent..	1,181	1,075	1,015
11.5 Other personnel compensation...	331	300	300
11.9 Total personnel compensation..	5,060	4,570	4,320
12.1 Personnel benefits: Civilian....	625	565	535
21.0 Travel and transportation of persons.....	622	625	625
22.0 Transportation of things.....	299	300	300
23.3 Communications, utilities, and other rent.....	731	750	750
24.0 Printing and reproduction.....	205	200	200
25.0 Other services.....	4,603	5,230	5,510
26.0 Supplies and materials.....	2,145	2,150	2,150
31.0 Equipment.....	566	560	560
32.0 Lands and structures.....	53	50	50
99.0 Subtotal, reimbursable obligations.....	14,909	15,000	15,000
99.9 Total obligations.....	468,043	411,175	390,685
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1109-0-1-302			
<u>Direct:</u>			
Total number of full-time permanent positions.....	7,358	7,332	7,097
Total compensable workyears:			
Full-time equivalent employment....	8,544	8,520	8,286
Full-time equivalent of overtime and holiday hours.....	372	372	372
Average ES salary.....	67,458	67,458	67,458
Average GS grade.....	9.20	9.20	9.20
Average GS salary.....	27,306	27,306	27,306
<u>Reimbursable:</u>			
Total number of full-time permanent positions.....	131	118	111
Total compensable workyears:			
Full-time equivalent employment....	188	170	160
Full-time equivalent of overtime and holiday hours.....	12	12	12
Average GS grade.....	9.20	9.20	9.20
Average GS salary.....	27,306	27,306	27,306
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES

(P.L. 99-177 Sequestration)
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1109-6-1-302			
10.00 Total obligations.....	---	-17,208	---
<u>Financing:</u>			
25.00 Unobligated balance lapsing.....	---	172	---
40.00 Budget authority.....	----	-17,036	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	-17,036	---
72.40 Obligated balance, start of year.	---	---	-2,579
74.40 Obligated balance, end of year..	---	2,579	---
90.00 Outlays.....	---	-14,629	-2,579
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Management of Lands and Resources

(Separate Transmittal for Proposed Legislation) BLM/Forest Service Interchange

Summary

The President's Budget includes a separate request of \$3,400,000 for the "Management of Lands and Resources" account for BLM to implement the proposed BLM/Forest Service Interchange in 1987. A legislative proposal to authorize the interchange is expected to be submitted to Congress in February 1986.

Justification

The Forest Service (FS) and Bureau of Land Management (BLM) each have jurisdiction over various tracts of public land in the Western United States, and many of these lands are in the same general proximity. Likewise, each agency has staff and offices in most of these locations to carry out the work for which it is responsible.

The BLM and FS are currently preparing a legislative proposal for the interchange that is scheduled to be submitted to Congress in February 1986. The proposed interchange of land management assignments between the FS and BLM will result in a single agency having administrative responsibility over all lands within most geographic areas. This should also result in the consolidation of a number of existing BLM/FS offices. The benefits would be improved service to the public and more cost efficient and effective operations.

The proposed jurisdictional interchange is projected to result in savings of \$1.4 million for BLM in 1987, largely from a reduction of 37 FTE in the initial year.

Total implementation costs in 1987 are projected to be \$4.8 million. These costs are expected to be partially offset by \$1.4 million in savings that would be realized. The \$3.4 million expected to be requested along with the legislative proposal represents the net of BLM's 1987 costs and savings. Remaining costs (\$1.4 million) will be charged to those same accounts where the savings are expected to accrue. Implementation expenses include costs of consolidation of office locations, relocation expenses for some employees, and other administrative costs which are necessary for such a reorganization.

The costs and savings projected here are preliminary estimates, and they may be expected to change as final adjustments take place. Following congressional action on the proposal, it will probably be necessary to prepare and submit revised or amended Budgets to reflect both actual implementation costs and the expected program effects on the various subactivity funding levels which will result from the interchange of management responsibilities.

Some adjustments between BLM and FS accounts may also be required after legislation is enacted to authorize the interchange and jurisdictions are actually transferred between agencies.

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

(Proposed for later transmittal, proposed legislation)
Program and Financing (in thousands of dollars)

BLM-189

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES

(Proposed for later transmittal, proposed legislation)
Object classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1109-2-1-302			
Personnel compensation:			
11.1 Full-time permanent.....	---	---	-887
11.3 Other than full-time permanent..	---	---	-125
11.5 Other personnel compensation....	---	---	-50
11.9 Total personnel compensation..	---	---	-1,062
12.1 Personnel benefits: Civilian.....	---	---	-165
21.0 Travel and transportation of persons	---	---	500
22.0 Transportation of things.....	---	---	1,400
23.3 Communications, utilities and miscellaneous charges.....	---	---	900
25.0 Other services.....	---	---	927
26.0 Supplies and materials.....	---	---	900
99.9 Total obligations.....	---	---	3,400

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Type size:
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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
(Proposed for later transmittal, proposed legislation)
Personnel Summary

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1109-2-1-302			
Total number of full-time permanent positions.....	---	---	-37
Total compensable workyears: Full-time equivalent employment.....	---	---	-37
Average GS grade.....	9.20	9.20	9.20
Average GS salary.....	27,306	27,306	27,306

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CONSTRUCTION
AND ACCESS

Appropriation Summary Statement

Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- o To construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of public lands and for providing physical access to these lands.
- o To provide public access to Federal lands for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation).

No construction projects are planned for 1987. Construction of new facilities for BLM in Fairbanks, Alaska is being accomplished with carryover funds appropriated in prior years plus funds provided by the Department of the Army. An amount of \$1,200,000 is requested for access purposes to obtain 150 easements across non-Federal land to BLM-managed lands.

Appropriation Language Sheet

Construction and Access

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$1,403,000] \$1,200,000, to remain available until expended.

(43 U.S.C. 1701, 1715, 1762; Department of the Interior and Related Agencies Appropriations Act, 1986, as included in Public Law 99-190).

Appropriation Language Citations

Appropriation: Construction and Access

1. For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$1,403,000] \$1,200,000, to remain available until expended.

43 U.S.C. 1701

43 U.S.C. 1715

43 U.S.C. 1762

P.L. 99-190

43 U.S.C. 1701 provides for the retention of public lands in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures for disposals, acquisitions, and exchanges; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire by purchase, exchange, donation, or eminent domain (for access to public lands only), land and interests in lands.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the public lands which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

P.L. 99-190, the FY 1986 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in 1986.

Budgetary Resources for Construction and Access

BUREAU OF LAND MANAGEMENT

Account: Construction and Access (141110)

FY 1986 Budgetary Status

Budget authority available:

Appropriation realized	1,395,000
P.L.99-177 Budget Authority Cancellation	-60,000
Prior-year unobligated balance brought forward	<u>1,428,000</u>
Total BA available for obligation	<u>2,763,000</u>

Less anticipated obligations (by activity):

1. Construction	917,000
2. Access	<u>1,300,000</u>

Total anticipated obligations.	2,217,000
--	-----------

FY 1987 Request

Anticipated unobligated balance brought forward.	546,000
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Plus increases proposed (by activity):

1. Construction	---
2. Access	1,200,000

Total increase proposed	<u>1,200,000</u>
-----------------------------------	------------------

Total anticipated budget authority available for	
obligation.	<u>1,746,000</u>

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Construction and Access (14-1110-0-1-301)	FY 1985 Appropriation	FY 1986 Enacted To Date	FY 1986 Adjusted Approp.	FY 1987 Estimate	FY 1987 Inc.(+)/Dec.(-) from 1986	FY 1987 Inc.(+)/Dec.(-) from 1986 Adj. App.
1. Construction						
BA available for obligation:						
Appropriation	825	---	---	---	---	---
Unoblig. bal. brt. fwd.	1,982	1,233	1,233	316	-917	-917
Total BA available. . .	2,807	1,233	1,233	316	-917	-917
Less obligations.	-1,574	-917	-917	---	+917	+917
Unoblig. balance brt. fwd. (FTE-T)	1,233 (---)	316 (---)	316	316 (---)	---	---
2. Access						
BA available for obligation:						
Appropriation	1,203	1,395	1,335	1,200	-195	-135
Unoblig. bal. brt. fwd.	55	195	195	230	+35	+35
Total BA available . .	1,258	1,590	1,530	1,403	-160	-100
Less obligations	-1,063	-1,359	-1,300	-1,225	+125	+75
Unoblig. balance brt. fwd (FTE-T)	195 (25)	240 (25)	230	205 (25)	-35 (---)	-25
Account Total						
BA available for obligation:						
Appropriation	2,028	1,395	1,335	1,200	-195	-135
Unoblig. balance brt. fwd.	2,037	1,428	1,428	546	-882	-882
Total BA available . .	4,065	3,822	2,763	1,746	-1,077	-1,017
Less obligations.	-2,637	-2,267	-2,217	-1,225	+1,042	+992
Unoblig. balance brt. fwd. (FTE-T)	1,428 (25)	556 (25)	546	521 (25)	-35 (---)	-25

OVERVIEW OF CONSTRUCTION PROGRAM

BUREAU OF LAND MANAGEMENT

No new construction projects are being proposed for BLM in 1987. The need for restraint in the Federal budget has caused BLM to defer all new construction activity. Emphasis is being directed toward maintenance of the existing capital investments.

Building Construction - Fairbanks, Alaska

In 1986, the construction of the 14,500 square foot BLM fire warehouse will be completed at Fairbanks, Alaska, from funds appropriated to BLM in 1984.

Also, the Bureau is completing the survey and design of a new BLM District Office complex in Fairbanks, Alaska, from funds appropriated in 1985. Additionally, in 1986, the Bureau plans to obligate about \$6.8 million for construction of the new District Office complex at Fairbanks. The funds for construction were provided to the Department of the Army in the 1986 Defense Appropriations Act and are being transferred to BLM. A new district complex is needed because the Army plans to reactivate parts of the facilities at Ft. Wainwright, Alaska, which include buildings now being used by BLM under lease from the Army to house a part of the Fairbanks District Office staff.

Justification of Program and Performance

Appropriation: Construction and Access
Activity: Access

(Dollar amounts in thousands)

	1985 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$ (FTE-T)	1,395 (25)	1,335	1,395 (25)	1,200 (25)	-195 (---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 BA Cancellation	1986 Adjusted Approp.
Access	1,395	-60	1,335

As a result of the \$60,000 PL 99-177 budget authority cancellation, the purchase of 6 easements will be deferred into subsequent fiscal years.

Authorization

43 U.S.C. 1701, 1715, 1762
P.L. 94-579 The Federal Land Policy and Management Act of 1976 authorizes the Secretary of the Interior to manage public lands on a multiple use basis and to acquire by purchase, exchange, donation or eminent domain, access to public lands as necessary to manage those lands or interest in lands.

P.L. 84-171 The Timber Access Road Act of July 26, 1955, authorizes acquiring access to timber roads.

40 U.S.C. 257 The Act of August 1, 1888, as amended, provides condemnation authority.

Objective

The objective of the access program is to:

- o Open Federal lands for public access and planned BLM resource management programs as necessary by acquiring legal rights (easements for road and trail access) across non-Federal land.

Base program

Funding for the access program at the 1987 Base level is \$1,395,000 and 25 FTE.

Because of the checkerboard land ownership patterns in many parts of the West, Federal lands are often inaccessible for multiple-use or specific resource management activities because of a lack of easements to cross intervening

properties. Areas or parcels that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners.

In some cases, it is necessary for BLM to acquire legal access to public lands through the surrounding non-Federally owned lands in order for the general public to use and the Bureau to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of these public lands.

In addition to the need for new physical access routes, there are also literally hundreds of private roads across non-Federally owned lands that provide physical access to public land resources but which the Bureau has no legal right to use.

Use of these roads to provide access to Federal lands has been at the forbearance of the road owners through informal permission or "gentlemen's agreements" with the Bureau. Since such access can be denied at any time by the landowners, particularly to private citizens seeking to use these public lands, road use must be legalized to ensure unrestricted physical access to the Federal land and resources. Recent access denials such as have occurred in Colorado and Wyoming indicate the need to provide the public legal access to the public lands. Requests for access to public lands presently unavailable for public use total more than 500 annually.

There are an estimated 25 million acres of public lands in the 11 Western States which lack legal access, and more than 8,800 easements may ultimately be needed to manage those lands and use their resources. The Bureau estimates that 500 million board feet of timber as well as other resources are tied up by unresolved access problems. Development or improvement of the public land resources is not feasible until access has been obtained.

To obtain legal access, the Bureau must locate the existing or proposed road by survey, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or other acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access to these lands for hunting, fishing, or other noncommercial uses.

About 42 percent of these will be for multiple use purposes; 53 percent will provide access to timber; and 5 percent will support recreation. At the Base level, 150 easements will be acquired.

Decrease from 1987 Base

(dollars in thousands)

	<u>1987</u> <u>Base</u>	<u>1987</u> <u>Estimate</u>	<u>Difference</u>
\$	1,395	1,200	-195
(FTE-T)	(25)	(25)	(---)

The \$195,000 decrease is proposed since work for planning construction and access needs in the Steese National Conservation Area and White Mountains National Recreation Area in Alaska will have been completed with funds provided in 1986.

Access and construction planning in these areas is expected to be completed in 1986. After management review of the plans, access needs will be weighed against the Bureau's other competing access priorities; and, if deemed appropriate and necessary, funding for any access acquisition or construction would be requested in future years.

Planned workload accomplishments at the 1987 Estimate level compared to 1985 Actual and Estimates for 1986 and 1987 Base are as follows:

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>
Easements acquired	126	150	150	150

Distribution of change by object class

The object class detail for the proposed decrease of \$195,000 is as follows:

	<u>Amount</u>
Travel and transportation of persons	\$10,000
Communications, utilities, and miscellaneous charges	10,000
Printing and reproduction	20,000
Other services	145,000
Supplies and materials	<u>10,000</u>
Total	\$195,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS

Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1110-0-1-302			
<u>Program by activities:</u>			
Direct program:			
00.01 Construction.....	1,564	1,243	---
00.02 Access.....	1,063	1,395	1,200
10.00 Total obligations.....	2,627	2,638	1,200
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-2,037	-1,438	-195
24.40 Unobligated balance available, end of year.....	1,438	195	195
39.00 Budget authority.....	2,028	1,395	1,200
<u>Budget authority:</u>			
40.00 Appropriation.....	2,028	1,403	1,200
40.00 Reduction pursuant to P.L. 99-190	---	-8	---
43.00 Appropriation (adjusted).....	2,028	1,395	1,200
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	2,627	2,638	1,200
72.40 Obligated balance, start of year.	1,233	1,708	1,708
74.40 Obligated balance, end of year...	-1,708	-1708	-1,708
90.00 Outlays.....	2,152	2,638	1,200
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS

Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1110-0-1-302			
Personnel compensation:			
11.1 Full-time permanent.....	754	750	750
11.3 Other than full-time permanent..	17	15	15
11.5 Other personnel compensation....	4	5	5
11.8 Special personal services payments.....	2	---	---
11.9 Total personnel compensation..	777	770	770
12.1 Personnel benefits: Civilian.....	101	100	100
21.0 Travel and transportation of persons.....	36	35	30
22.0 Transportation of things.....	24	25	20
23.3 Communications, utilities, and miscellaneous charges.....	26	25	20
24.0 Printing and reproduction.....	7	10	---
25.0 Other services.....	12	10	10
26.0 Supplies and materials.....	88	90	30
31.0 Equipment.....	12	10	---
32.0 Lands and structures.....	1,544	1,563	220
99.9 Total obligations.....	2,627	2,638	1,200
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Personnel Summary

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1110-0-1-302			
Total number of full-time permanent positions.....	22	22	22
Total compensable workyears: Full-time equivalent employment.....	25	25	25
Average GS grade.....	9.20	9.20	9.20
Average GS salary.....	27,306	27,306	27,306
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
(P.L. 99-177 Sequestration)

Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1110-6-1-302			
10.00 Total obligations.....	---	-60	---
40.00 Budget authority.....	---	-60	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	-60	---
72.40 Obligated balance, start of year.	---	---	-43
74.40 Obligated balance, end of year..	---	43	---
90.00 Outlays.....	---	-17	-43
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Appropriation Summary Statement

Appropriation: Land Acquisition

The Land Acquisition appropriation provides funding for acquisition of lands or waters, or interests therein, essential to improving the manageability of the public lands and to purchase or make equalization payments for land exchanges in response to specific Acts of Congress, such as the Navajo-Hopi Resettlement Act of 1980.

No new land acquisition projects or requests for new funding are included in the 1987 Budget. A rescission is proposed of the unobligated balance of funds appropriated in FY 1984 for the Navajo-Hopi Resettlement Act. All exchanges for the Navajo-Hopi program have been completed, and associated administrative expenses will be ending in 1986. The unobligated funds remaining in 1986 are no longer needed for the purposes for which they were originally appropriated and, consequently, are recommended for rescission.

Appropriation Language Sheet

[Land Acquisition]

[For expenses necessary to carry out the provisions of sections 205, 206 and 318(d) of Public Law 94-579 including administrative expense and acquisition of lands or waters, or interest therein, \$2,300,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.]

(16 U.S.C. 460y, 4601; 43 U.S.C. 1715; Department of the Interior and Related Agencies Appropriations Act, 1986, as included in Public Law 99-190.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Land Acquisition

1. No appropriation is requested for FY 1987.

16 U.S.C. 460y

16 U.S.C. 4601

43 U.S.C. 1715

P.L. 99-190

16 U.S.C. 460y provides authorization to acquire lands or interests in lands, within the area and proximate lands of the King Range National Conservation Area.

16 U.S.C. 4601 provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range NCA and are to remain available until appropriated.

43 U.S.C. 1715 provides authority for the acquisition of lands or interests in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain.

Public Law 99-190, the FY 1986 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1986.

Budgetary Resources for Land Acquisition

BUREAU OF LAND MANAGEMENT

Account: Land Acquisition (14X5033)

FY 1986 Budgetary Status

Budget authority available:

Appropriation realized.....	2,286,000
PL 99-177 B.A. Cancellation.....	-98,000
Prior-year unobligated balance brought forward.....	4,716,000
Rescission Proposed.....	-3,000,000
Total BA available for obligation.....	<u>3,904,000</u>

Less anticipated obligations (by activity):

1. Acquisition management.....	285,000
2. Acquisitions.....	<u>3,404,000</u>
Total anticipated obligations.....	<u>-3,689,000</u>

FY 1987 Request

Anticipated unobligated balance brought forward.....	215,000
--	---------

Plus increases proposed (by activity):

1. Acquisition management.....	---
2. Acquisitions (L&WCF).....	---
Total increase proposed.....	<u>---</u>

Total anticipated BA available for obligation.....	<u><u>215,000</u></u>
--	-----------------------

Justification of Program and Performance

Appropriation: Land Acquisition

(Dollar amounts in thousands)

<u>Program Elements</u>		<u>1986 Enacted To Date</u>	<u>FY 1986 Adjusted Approp.</u>	<u>FY 1987 Estimate</u>
Acquisition	\$	298	285	---
Management	(FTE-T)	(4)		(4)
Acquisitions	\$	1,998	1,903	---
	(FTE-T)	<u>(3)</u>	<u> </u>	<u>(---)</u>
Total	\$	2,286	2,188	---
Requirements	(FTE-T)	(7)		(4)

Impact of Public Law 99-177

<u>1986 Enacted To Date</u>	<u>PL 99-177 Reduction</u>	<u>1986 Adjusted Approp.</u>
2,286	-98	2,188

As a result of the \$98,000 reduction pursuant to PL 99-177, the completion of three exchanges and the purchase of one parcel in the King Range National Conservation Area in California and the acquisition of about 350 acres in the Steens Mountain National Recreation Area in Oregon will be deferred.

Authorization

43 U.S.C. 1715,
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides authority for acquisition of lands or interest in lands when it is consistent with the mission of the Department and with land use plans (Section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (section 318(d)).

16 U.S.C. 4601, 460y,
P.L. 91-476
P.L. 95-352

The King Range National Conservation Area Act of 1970, as amended, authorizes acquiring land or interest in land, within the area and selected proximate lands.

Objective

The objective of this program is to improve the management of the public lands and to carry out specific acquisition projects authorized by Acts of Congress by acquiring essential non-Federal lands or interests in lands. Acquisition funds can be provided by either the Land and Water Conservation Fund (LWCF) or by the General Fund depending upon the terms of the actual appropriation.

FY 1987 program

No new acquisitions are proposed in 1987. Current policy and program priorities are to acquire only the most essential parcels by purchase and to emphasize acquisition of any other essential parcels through exchange wherever possible.

BUREAU OF LAND MANAGEMENT
Analysis of Budgetary Resources by Activity

Account: Land Acquisition (14X5033)	FY 1985 Actual	FY 1986 Approp. Enacted	FY 1986 Adjusted Approp.	FY 1987 Estimate	FY 1987 Inc. (+)/ Dec. (-) from 1986	FY 1987 Inc (+)/Dec (-) from 1986 Adjusted Approp.
1. Acquisition Management						
BA available for obligation:						
Appropriation.....	294,000	298,000	285,000	---	-298,000	-285,000
Unoblig. bal. brt. fwd.	---	---	---	---	---	---
Total BA available.....	294,000	298,000	285,000	---	-298,000	-285,000
Less obligations.....	-294,000	-298,000	-285,000	---	+298,000	+285,000
Unobligated balance brt. fwd. .. (FTE-T)	---	---	---	---	---	---
	(4)	(4)		(4)	(---)	
2. Acquisitions						
BA available for obligation:						
Appropriation.....	2,401,000	1,988,000	1,903,000	---	-1,988,000	-1,903,000
Unoblig. bal. brt. fwd.	3,352,000	4,716,000	4,716,000	215,000	-4,501,000	-4,501,000
Transfer to/from other accounts.....	+2,000,000	---	---	---	---	---
Rescission Proposed.....	---	-3,000,000	-3,000,000	---	+3,000,000	+3,000,000
Total BA available.....	7,753,000	3,704,000	3,619,000	215,000	-3,489,000	-3,404,000
Less obligations.....	-3,037,000	-3,502,000	-3,404,000	-215,000	+3,287,000	+3,189,000
Unoblig. balance brt. fwd. (FTE-T)	4,716,000	202,000	215,000	---	-202,000	-215,000
	(8)	(3)		(---)	(-3)	
Account Total:						
BA available for obligation:						
Appropriation.....	2,695,000	2,286,000	2,188,000	---	-2,286,000	-2,188,000
Unoblig. bal. brt. fwd.	3,352,000	4,716,000	4,716,000	215,000	-4,501,000	-4,501,000
Transfer to/from other accounts	+2,000,000	---	---	---	---	---
Rescission Proposed.....	---	-3,000,000	-3,000,000	---	+3,000,000	+3,000,000
Total BA available.....	8,047,000	4,002,000	3,904,000	215,000	-3,787,000	-3,689,000
Less obligations.....	-3,331,000	-3,800,000	-3,689,000	-215,000	+3,585,000	+3,474,000
Unoblig. balance brt. fwd. (FTE-T)	4,716,000	202,000	215,000	---	-202,000	-215,000
	(12)	(7)		(4)	(-3)	

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION

Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5033-0-2-302			
<u>Program by activities:</u>			
00.01 Direct program.....	1,027	250	150
01.01 Capital investment.....	2,306	2,750	850
10.00 Total obligations.....	3,333	3,300	1,000
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-3,352	-4,714	-4,000
24.40 Unobligated balance available, end of year.....	4,714	4,000	3,000
39.00 Budget authority.....	4,695	2,286	---
<u>Budget authority:</u>			
40.00 Appropriation.(special fund)....	2,695	2,300	---
40.00 Reduction pursuant to P.L. 99-190	---	-14	---
42.00 Transferred from other accounts..	2,000	---	---
43.00 Appropriation (adjusted)....	4,695	2,286	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	3,333	3,000	1,000
72.40 Obligated balance, start of year.	41	777	527
74.40 Obligated balance, end of year..	-777	-527	-527
90.00 Outlays.....	2,597	3,250	1,000
(Mono cast: 21.5)			
(Mono cast: 5)			
(Mono cast: 5)			
(Mono cast: 4.9)			

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION

Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5033-0-1-302			
Personnel compensation			
11.1 Full-time permanent.....	356	249	142
11.3 Other than full-time permanent..	25	6	3
11.5 Other personnel compensation....	4	---	---
11.8 Special personal services payments	1	---	---
11.9 Total personnel compensation..	386	255	145
12.1 Personnel benefits: Civilian.....	45	30	15
21.0 Travel and transportation of persons	27	30	15
22.0 Transportation of things.....	15	15	5
23.3 Communications, utilities, and miscellaneous charges.....	1	---	---
24.0 Printing and reproduction.....	3	---	---
25.0 Other services.....	546	550	200
26.0 Supplies and materials.....	4	5	2
32.0 Lands and structures.....	2,306	2,115	618
99.9 Total obligations.....	3,333	3,000	1,000

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5033-0-1-302			
Total number of full-time permanent positions.....	10	5	3
Total compensable workyears: Full-time equivalent employment.....	12	7	4
Average GS grade.....	9.20	9.20	9.20
Average GS salary.....	27,306	27,306	27,306
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
(P.L. 99-177 Sequestration)
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5033-6-1-302			
10.00 Total obligations.....	---	-136	---
<u>Financing:</u>			
21.40 Unobligated balance available, end of year.....	---	---	-38
21.40 Unobligated balance available, end of year.....	---	38	38
40.00 Budget authority.....	---	-98	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	-136	---
90.00 Outlays.....	---	-136	---
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

PAYMENTS IN LIEU
OF TAXES

Appropriation Summary Statement

Appropriation: Payments in Lieu of Taxes

31 U.S.C. 6901-6907 provides for payments in lieu of taxes to counties and other units of local governments for lands administered by BLM, the Forest Service, the National Park Service, and certain other agencies.

Provision is made for payment of 75 cents per acre, reduced by payments made under certain public land programs such as the Mineral Leasing Act and the National Forest Revenue Act, or 10 cents per acre, whichever is greater. However, payments may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970, for the Redwood National Park and the national park and national wilderness systems.

The request for Payments in Lieu of Taxes is \$105 million, a \$.6 million increase over the amount appropriated in 1986. This level should provide the full level of payments to counties as authorized under current statutory formulas. It is projected that this funding will increase to \$132 million in 1988 as a result of the net receipt sharing initiative.

Appropriation Language Sheet

Payments in Lieu of Taxes

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), \$105,000,000, of which not to exceed \$400,000 shall be available for administrative expenses.

(Department of the Interior and Related Agencies Appropriations Act, 1986, as included in Public Law 99-190).

Appropriation Language Citations

Bureau of Land Management

Appropriation: Payments in Lieu of Taxes

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-6907) \$105,000,000.

31 U.S.C. 6901-07

31 U.S.C. 6901-07 provides authorization and direction to the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. Of which not to exceed \$400,000 shall be available for administrative expenses.

P.L. 99-190

P.L. 99-190, the FY 1986 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1986.

Summary of Requirements

(Dollar Amounts in thousands)

Appropriation: Payments in Lieu of Taxes		FTE-T	Amount	FTE-T	Amount		
Appropriation currently available, 1986				1	104,370		
P.L. 99-177 Budget Authority Cancellation					-4,488		
Adjusted Appropriation, 1986				1	99,882		
Adjustments to Base:							
Adjustment for 1986 impact of P.L. 99-177			+4,488				
Total Adjustments to Base					+4,488		
1987 Base Budget				1	104,370		
Program Changes (Changes to Base budget, detailed below)				---	+630		
Total Requirements (1987 Estimate)				1	105,000		
Comparison by activity	1985 Actual	1986 Enacted to Date	1987 Base	1987 Estimate	Inc(+)/Dec(-) from 1986 Appropriation FTE-T Amount	Inc(+)/Dec(-) from 1987 Base FTE-T Amount	
	FTE-T Amount	FTE-T Amount	Adjusted Approp.	FTE-T Amount	Adjusted Approp.	FTE-T Amount	
Payments in Lieu of Taxes	1 102,900	1 104,370	99,882	1 104,370	1 105,000	1 105,118	1 105,118
			-4,488		---	+630	---
							+630

Justification of Base Adjustments

Payments in Lieu of Taxes

	<u>FTE</u>	<u>Amount</u> (\$000)
Adjustment for FY 1986 P.L. 99-177 B.A. Cancellation	---	+4,488

The Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177), requires a 4.3 percent reduction in non-exempt programs. Since this reduction occurs only in FY 1986, this adjustment is made to allow a more comparable basis for showing program changes from FY 1986 to FY 1987.

Justification of Program and Performance

Appropriation: Payments in Lieu of Taxes

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$ (FTE-T)	104,370 (1)	99,882	104,370 (1)	105,000 (1)	+630 ---

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 Reduction	1986 Adjusted Approp.
Payments in Lieu of Taxes	104,370	-4,488	99,882

As a result of the \$4,488,000 reduction, there will be a pro rata decrease of all payments made to counties and other eligible units of government for Federal entitlement lands within their boundaries.

Authorization

31 U.S.C. 6901-6907 31 U.S.C. 6901-6907 authorizes and directs the Secretary of the Interior to "make a payment for each fiscal year to each unit of local general government in which entitlement land. . . is located."

Objectives

- o To determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- o To make payments to the extent that funds are available to all qualified recipients.

Base program

31 U.S.C. 6901-6907, which codified Public Law 94-565, the "Payments in Lieu of Taxes Act" provides for payments to local units of government containing certain Federally owned lands. These payments are designed to supplement other Federal land receipt sharing payments local governments may be receiving. Payments received under the Act may be used by the recipients for any governmental purpose.

The Act authorizes the Secretary of the Interior to make two types of annual payments to eligible units of local government. The Secretary has delegated the responsibility for administering the Act to the Bureau of Land Management.

Section 1 "Entitlement Land" Payments

Section 1 authorizes payments to eligible local units of government under one of two alternatives, based on the number of acres of "entitlement lands" within the county. "Entitlement lands" consist of lands in the National Forest System and the National Park System, lands administered by the Bureau of Land Management, lands dedicated to the use of Federal water resource development projects, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, and, effective in 1979, National Wildlife Reserve Areas withdrawn from the public domain, inactive and semi-active Army installations used for non-industrial purposes, and certain lands donated to the United States Government by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

The amount paid to the counties under the Act is the higher of either of the following:

(1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year are deducted. If a unit of government receives a Federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single-or special-purpose districts, such redistributed payments are considered to have not been received by the unit of local government and are not deducted from the section 1 in-lieu payment. The 11 Federal land payment laws that are considered in the in-lieu computation are as follows:

- (a) Department of Agriculture Appropriations Act of 1908, (35 Stat. 251, 16 U.S.C. 500);
- (b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);
- (c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);
- (d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);
- (e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 315i);
- (f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);
- (g) The Act of June 22, 1948 relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);
- (h) The Act of June 22, 1956, to amend the Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);

- (i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);
- (j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603); and
- (k) Refuge Revenue Sharing Act of 1978 (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the Bureau of Land Management each year by the Governor of each State or his delegate; or

(2) Ten cents for each acre of "entitlement land" within the unit of government. Under this alternative, no deductions are made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Both alternatives are subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at \$50 per capita (for population of up to 5,000) and rising to a maximum of \$1,000,000. Under Alternative (1), if the total calculated payment (75 cents per entitlement acre) exceeds the ceiling, reductions for other Federal land payments received are made from the ceiling, not from the 75 cents per acre figure.

Section 3 Payments

Section 3 of the Act authorizes payments for any lands or interests therein which were acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal Government. Payments under this section are made in addition to payments under section 1. They are based on 1 percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which acquired. Section 3 payments for each acquisition are to be made annually for five years following each acquisition.

In the case of lands acquired for additions to the Redwoods National Park by authority of the Redwoods National Park Expansion Act, section 3 payments will continue beyond the five-year limitation. These payments will continue until the total amount paid equals five times the property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal Government.

Federal payments of \$100 or more made under section 3 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal Government.

Administrative Expenses

Up to \$400,000 of the appropriation may be used for administrative expenses of implementing the Act, such as coordination with other Federal land-managing agencies, communications with State governors' offices and counties which receive payments, and costs of ADP services in computing alternative payment calculations and the final disbursement schedule sent to Treasury. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

Increase from 1987 Base

(dollars in thousands)

	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Difference</u>
\$	104,370	105,000	+630
(FTE-T)	(1)	(1)	(---)

The proposed increase of \$630,000 will provide full funding of the estimated 1987 payments under the existing statutory formulas, given that there is no substantial change in the distribution of the offsetting revenue sharing payments which must be considered in making calculations under section 1 of the Act.

Distribution of change by object class

The object class detail for the proposed increase is as follows:

	<u>Amount</u>
Grants, subsidies, and contributions	\$630,000

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS BY STATE

<u>STATE</u>	<u>FISCAL YEAR</u> <u>1985 PAYMENT</u>
ALABAMA	\$ 112,669
ALASKA	5,277,437
ARIZONA	8,475,471
ARKANSAS	1,094,916
CALIFORNIA	9,944,401
COLORADO	7,000,420
CONNECTICUT	19,871
DELAWARE	4,495
DISTRICT OF COLUMBIA	6,010
FLORIDA	1,244,111
GEORGIA	713,228
GUAM	1,267
HAWAII	8,413
IDAHO	7,320,888
ILLINOIS	274,979
INDIANA	143,540
IOWA	122,532
KANSAS	344,711
KENTUCKY	683,587
LOUISIANA	211,914
MAINE	50,959
MARYLAND	48,979
MASSACHUSETTS	76,511
MICHIGAN	1,277,249
MINNESOTA	889,120
MISSISSIPPI	393,536
MISSOURI	1,100,405
MONTANA	8,356,506
NEBRASKA	315,993
NEVADA	5,654,266
NEW HAMPSHIRE	313,380
NEW JERSEY	45,070
NEW MEXICO	10,332,972
NEW YORK	169,367
NORTH CAROLINA	1,225,948
NORTH DAKOTA	515,092
OHIO	277,176
OKLAHOMA	759,697
OREGON	2,617,177
PENNSYLVANIA	204,239
PUERTO RICO	9,183
SOUTH CAROLINA	122,833
SOUTH DAKOTA	1,542,405
TENNESSEE	456,258
TEXAS	1,591,378
UTAH	8,851,890
VERMONT	216,090
VIRGIN ISLANDS	84,389

<u>STATE</u>	<u>FISCAL YEAR</u> <u>1985 PAYMENT</u>
VIRGINIA	\$ 1,136,126
WASHINGTON	1,838,476
WEST VIRGINIA	808,741
WISCONSIN	1,092,708
WYOMING	<u>7,608,375</u>
TOTALS	\$102,987,375

Summary of Requirements by Object Class

(Dollar amounts in thousands)

		<u>1987 Base</u>		<u>1987 Estimate</u>		Inc. (+) or Dec. (-)	
Appropriation:	<u>Payments in Lieu of Taxes</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>
<u>Object Class</u>							
11	Personnel Compensation:						
11.1	Full-time permanent	1	54	1	54	---	---
<u>Other Objects</u>							
12.1	Personnel benefits		6		6		---
25.0	Other services		21		21		---
26.0	Supplies and materials		1		1		---
31.0	Equipment		19		19		---
41.0	Grants, subsidies, and contributions		<u>104,269</u>		<u>104,899</u>		<u>+630</u>
	Total requirements		<u>104,370</u>		<u>105,000</u>		<u>+630</u>

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES

Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1114-0-1-852			
<u>Program by activities:</u>			
10.00 Total obligations.....	102,507	104,370	105,000
<u>Financing:</u>			
25.00 Unobligated balance lapsing.....	393	---	---
39.00 Budget authority.....	102,900	104,370	105,000
<u>Budget authority:</u>			
40.00 Appropriation.....	102,900	105,000	105,000
40.00 Reduction pursuant to P.L. 99-190	---	-630	---
43.00 Appropriation (adjusted).....	102,900	104,370	105,000
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	102,507	104,370	105,000
72.40 Obligated balance, start of year	545	3	---
74.40 Obligated balance, end of year..	-3	---	---
77.00 Adjustments in expired accounts..	228	---	---
90.00 Outlays.....	103,277	104,373	105,000
	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(Mono cast: 21.5)

Type size:
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES

Object Classification (in thousands of dollars)

Identification code		85 19 actual	86 19 estimate	87 19 estimate
14-1114-0-1-852				
11.1	Personnel compensation: Full-time permanent.....	40	40	40
12.1	Personnel benefits: Civilian.....	4	4	4
25.0	Other services.....	73	50	50
26.0	Supplies and materials.....	1	1	1
41.0	Grants, subsidies, and contributions.....	102,389	104,275	104,905
99.9	Total obligations.....	102,507	104,370	105,000

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
(P.L. 99-177 Sequestration)
Program and Financing (in thousands of dollars)

Identification code 14-1114-6-1-852		19 85 actual	19 86 estimate	19 87 estimate
10.00	Total obligations.....	---	-4,488	---
40.00	Budget authority.....	---	-4,488	---
<u>Relation of obligations to outlays:</u>				
71.00	Obligations incurred, net.....	---	-4,488	---
90.00	Outlays.....	---	-4,488	---
(Mono cast: 21.5)		(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Appropriation Summary Statement

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road Lands for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). The goals of the management program are to provide a permanent supply of timber, protect watersheds, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

Approximately 10 percent (or 240,000 acres) of the BLM-managed forest lands in western Oregon are public domain (PD) lands intermingled with the revested Oregon and California (O&C) Grant Lands and Coos Bay Wagon Road (CBWR) lands. Although these intermingled public domain lands are managed under FLPMA, the actual management practices are generally the same as those implemented for the O&C and CBWR lands. Funding for these PD lands in western Oregon is included in the Oregon and California Grant Lands appropriation.

The current management prescriptions for all of the lands in western Oregon are the result of the management plans which considered all reasonable multiple use mixes and analyzed their environmental impacts. From this effort, the preferred alternative was selected by managers and documented in the records of decisions. The program accomplishments associated with the PD, O&C and CBWR lands are all displayed in this appropriation.

Programs conducted on certain O&C lands (490,000 acres) included within National Forests and managed by the Forest Service under applicable National Forest System legislative authorities are funded within the Forest Service budget, not through this account.

The major activities financed by this appropriation are BLM programs which provide the following:

Construction and Acquisition (\$528,000)

Provides for the acquisition of timber sale road easements, road use agreements for timber access and resource management roads, signing, transportation planning, survey and design of timber access roads, and rock aggregate used in the construction of timber access roads.

Maintenance: (\$3,620,000)

Provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites, and for a transportation system necessary for the marketing of timber from the timber lands in western Oregon.

Renewable Resources Management: (\$46,617,000)

Provides for the marketing of 1.183 billion board feet of timber and the timber development practices necessary to maintain this level of annual harvest. In addition, fire protection is provided for some 2.4 million acres of forest land. Other resource programs including range management; soil, water and air management; wildlife habitat management; and recreation management are funded in this activity.

Planning and Data Management (\$395,000)

Provides for the maintenance of land use plans and for the automated data processing support required for conducting annual timber sales as well as other ADP requirements.

Background of the O&C Appropriation

The Oregon and California Grant Lands Act of 1937 (50 Stat. 876, Title II) provides that revenues from the Oregon and California (O&C) Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);
2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and
3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Since 1939, amounts have been appropriated to the Interior Department for administration of the O&C lands, out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the Treasury had been repaid in full for money advanced to make the payments in lieu of taxes, and according to subsection (b), Title II of the O&C Act, the 18 O&C counties were entitled to 75 percent of the receipts. However, in 1953 the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States for the development and management of the O&C lands. This is the portion referred to as the subsection (b) share cited in item 2 above.

Since 1953, Congress has appropriated some or all of these subsection (b) receipts for development, protection and management of the O&C lands. From 1961 through 1981 an amount equal to the full 25 percent of receipts collected was appropriated by Congress for management and development of O&C lands under the "Oregon and California Grant Lands" appropriation.

In 1982, for the first time, Congress made a direct, definite appropriation for managing the O&C lands to eliminate the uncertainty occurring under the receipt limitation appropriation which was caused by fluctuating receipts from timber sales. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are transferred to the General Fund in the Treasury as reimbursement for all or part of the direct "O&C appropriation". Beginning with 1985, the Forest Service received a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation from BLM. BLM's 1987 O&C appropriation request is a continuation of these concepts.

Receipts

Receipts from the harvest of timber and other products on the Oregon and California Grant Lands, the Coos Bay Wagon Road Lands (CBWR) and intermingled public domain lands (P.D.) of western Oregon are a significant source of revenue to both the U.S. Treasury and the 18 O&C counties.

Actual receipts for 1985 and estimates for 1986, and 1987 are as follows:

Receipts from BLM Managed Lands in Western Oregon

(Dollar amounts in thousands)

<u>Source</u>	<u>1985 Actual</u>	<u>1986 Estimate</u>	<u>1987 Estimate</u>
O&C	\$122,247	\$130,200	\$154,400
CBWR	5,534	6,700	8,000
P.D.	<u>6,174</u>	<u>10,500</u>	<u>12,500</u>
Total	\$133,955	\$147,400	\$174,900

Through 1986 receipts from O&C lands are divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Counties are paid in the year following collection of receipts. In 1987 the Administration is proposing to share O&C receipts with the counties on a net basis. Under this initiative, receipts which are currently shared on a gross basis will be shared net of Federal costs directly related to the generation of these revenues. Receipts from CBWR lands are used to pay taxes imposed on these lands to Coos Bay and Douglas counties, the remainder is returned to the Treasury. Receipts from P.D. lands are divided between the State, General Treasury and the Reclamation fund.

The following is an approximation of the distribution of these receipts:

(\$000)

	<u>1986</u>	<u>1987</u>	<u>1988</u>
State/Counties	\$61,950 <u>1/</u>	\$41,100	\$53,280
Treasury	67,313	98,320	112,120
Reclamation Fund	4,692	7,980	9,500

1/ Includes \$50,952,550 of receipts scheduled to be paid to the O&C counties in fiscal 1986, but actually paid in late September 1985 (Fiscal Year 1985). Receipts actually paid in FY 1986 were \$10,170,978.

Appropriation Language Sheet

Oregon and California Grant Lands

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-ways; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$55,777,000] \$51,160,000, to remain available until expended: Provided, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation: Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant funds and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

(16 U.S.C. 594; 43 U.S.C. 1181, 1701; 53 Stat. 753; Department of the Interior and Related Agencies Appropriations Act, 1986, as included in P.L. 99-190.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Oregon and California Grant Lands

1. For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$55,777,000] \$51,160,000, to remain available until expended:

43 U.S.C. 1181
P.L. 75-405

The Oregon and California Grant Land Act of August 28, 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay wagon Road Lands.

53 Stat. 753

The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

43 U.S.C. 1701 et seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976 applies to all public lands which include the O&C grant lands by definition (43 U.S.C. 1701). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and deposition of revenue from lands and resources, the latter Acts will prevail.

Department of the Interior and Related Agencies Appropriations Act 1986, as included in Public Law 99-190.

The "O&C Grant Lands" appropriation was first provided in the FY 1961 Interior Appropriations Act as a "no-year" appropriation of 25 percent of receipts generated from the O&C lands. The appropriation was changed to a definite amount in the FY 1982 Appropriations Act.

2. Provided, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation:

Funds for access road construction in the O&C were first appropriated as a portion of the BLM "Construction" appropriation in FY 1953. At that time, and at the establishment of the BLM Construction appropriation account in FY 1951, the Appropriations Act provided that funds appropriated for road construction shall be transferred to the Bureau of Public Roads, which subsequently became the Federal Highway Administration in the Department of Transportation. The language has been carried in all subsequent appropriations for the O&C program.

3. Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876).

This language was first enacted in the FY 1953 Interior Department Appropriations Act when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

Summary of Requirements

Appropriation: Oregon and California Grant Lands

	(Dollar amounts in thousands)		
	<u>FTE-T</u>	<u>Amount</u>	<u>FTE-T</u> <u>Amount</u>
<u>Appropriation currently available, 1986</u>	---	---	998 55,777
P.L. 99-177 B.A. Cancellation			-----
<u>Adjusted Appropriation, 1986</u>			998 -2,398

			998 53,379

<u>Adjustments to Base:</u>			
Adjustment for 1986 impact of P.L. 99-177.....		+2,398	
Anticipated savings from management initiatives	---	-135	

Total, Adjustments to Base			--- +2,263
<u>1987 Base Budget</u>			998 55,642
Program Changes (Changes to Base budget, detailed below)			-----
<u>Total Requirements (1987 Estimate)</u>			-10 -4,482
			998 51,160

Justification of Base Adjustments

Oregon and California Grant Lands

	<u>FTE</u>	<u>Amount</u>
<u>Adjustment for FY 1986 P.L. 99-177 B.A. Cancellation</u>	---	+2,398

The Balanced Budget and Emergency Deficit Control Act of 1985 (P.L.99-177) requires a 4.3 percent reduction in non-exempt programs in FY 1986. Since the 4.3 percent reduction applies to FY 1986 only, this adjustment is made to allow a more comparable basis for showing program changes from FY 1986 to FY 1987.

	<u>FTE</u>	<u>Amount</u>
<u>Anticipated savings from management initiatives</u>	---	-135

Savings result from reductions in personnel costs achieved by refilling vacant positions at lower grades and by restructuring vacant jobs.

Justification of Program and Performance

Appropriation: Oregon and California Grant Lands

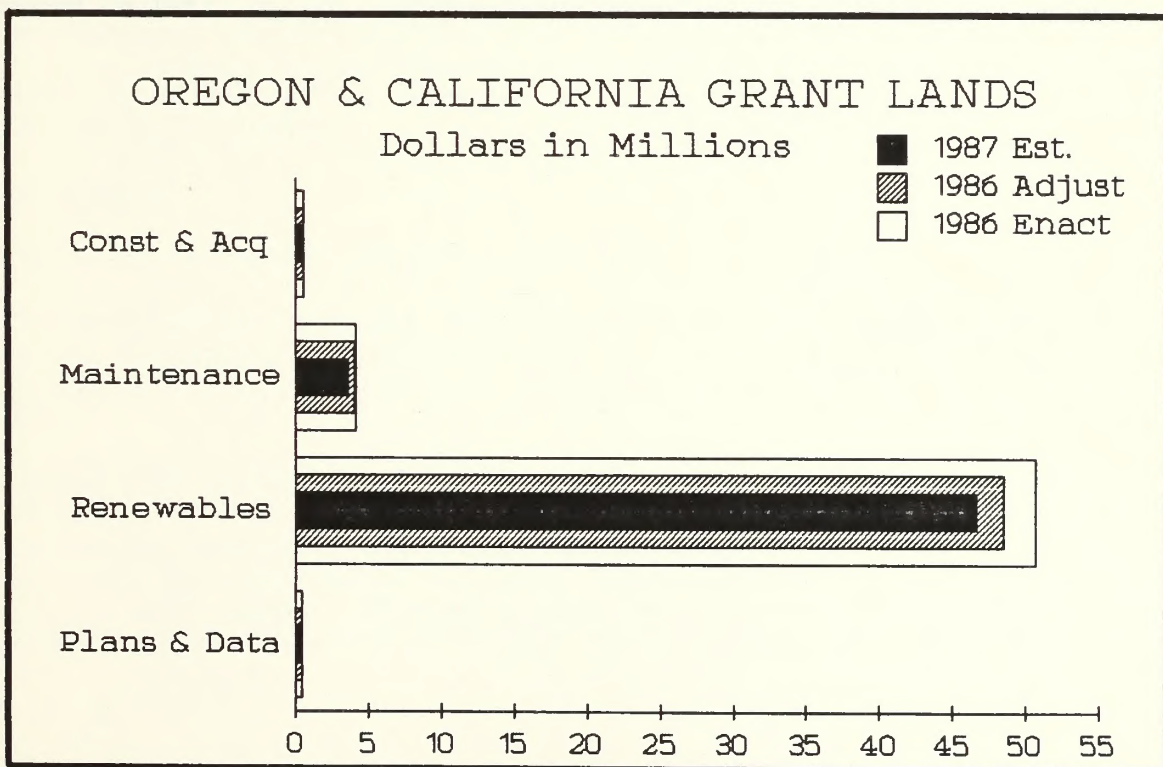
(dollar amounts in thousands)

<u>Activity</u>	<u>1986 Enacted to Date</u>	<u>1986 Adjusted Approp.</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
<u>Construction and Acquisition</u>					
BLM	\$ 528 (FTE-T) (10)	505	528 (10)	528 (10)	--- (---)
<u>Maintenance</u>					
BLM	\$ 3,880 (FTE-T) (53)	3,703	3,870 (53)	3,370 (49)	-500 (-4)
Federal Highway Administration	\$ 250 (FTE-T) (---)	250	250 (---)	250 (---)	--- (---)
Subtotal	\$ 4,130 (FTE-T) (53)	3,953	4,120 (53)	3,620 (49)	-500 (-4)
<u>Renewable Resources Management</u>					
BLM	\$ 50,624 (FTE-1) (929)	48,443	50,499 (929)	46,517 (923)	-3,982 (-6)
Federal Highway Administration	\$ 100 (FTE-T) (---)	100	100 (---)	100 (---)	--- (---)
Subtotal	\$ 50,724 (FTE-T) (929)	48,543	50,599 (929)	46,617 (923)	-3,982 (-6)
<u>Planning and Data Management</u>					
BLM	\$ 395 (FTE-T) (6)	378	395 (6)	395 (6)	--- (---)
Total Requirements	\$ 55,777 (FTE-T) (998)	53,379	55,642 (998)	51,160 (988)	-4,482 (-10)

Authorization

43 U.S.C. 1181 P.L. 75-405	The <u>Oregon and California Grant Land Act of 1937 Act</u> provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road lands.
53 Stat. 753	The <u>Act of May 24, 1939</u> relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.
16 U.S.C. 594 P.L. 67-315	The <u>Timber Protection Act of 1922</u> provides for the protection of timber from fire, disease, and insects.
P.L. 94-579 43 U.S.C. 1702	The <u>Federal Land Policy and Management Act of 1976</u> applies to all "public lands" which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, other statutes regarding natural resource programs apply in varying degrees to management of the O&C and Coos Bay Wagon Road (CBWR) lands in western Oregon. These are discussed as necessary under each O&C program justification.



Activity Summary

Activity: Construction and Access

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Enacted to Date</u>	<u>FY 1986 Adjusted Approp.</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Building Construction	---	---	---	---	---	---
Recreation Construction	---	---	---	---	---	---
Transportation Construction	199	199	190	199	199	---
Access Acquisition	<u>315</u>	<u>329</u>	<u>315</u>	<u>329</u>	<u>329</u>	<u>---</u>
Total	514	528	505	528	528	---

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Building Construction

(Dollar amounts in thousands)

	1986 Enacted to Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Objective

The objective of the building construction program is to construct those facilities necessary to support resource management. Some specific projects which have been constructed include seed orchard buildings and district office complexes.

Benefits derived from the building construction program vary from providing office space to providing a controlled environment for tree seed processing and seeding production in greenhouse facilities.

FY 1987 program

No building construction projects are proposed for 1987. No survey and design is needed in 1987.

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Recreation Construction

(Dollar amounts in thousands)

	1986 Enacted to Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Objective

The objective of the recreation construction program is to provide recreation facilities on O&C and related lands which are easy to maintain, provide for visitor health and safety, and meet visitor demand.

FY 1987 program

The recreation construction program is a support activity to the recreation management program on O&C lands. Activities include new construction, major renovation, and replacement of existing recreation facilities. No recreation construction projects are proposed for 1987. No survey and design is needed in 1987.

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Transportation Construction

(Dollar amounts in thousands)

	1986 Enacted to Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	199	190	199	199	---
(FTE-T)	(5)		(5)	(5)	(---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Transportation Construction	199	-9	190

The impact of the P.L.99-177 cancellation of \$9,000 will be the deferral of approximately one-half of the new sign installation work (about 100 fewer signs installed).

Objective

The major objective of the transportation construction program is to provide a safe and energy-efficient transportation system for access to western Oregon lands for management, protection, and utilization of the timber, and recreation and other natural resources. This includes the construction of roads, trails, bridges and major culverts.

FY 1987 program

The 1987 estimate is \$199,000 and 5 FTE-T.

The 1987 program level supports the timber management program by providing the transportation planning and survey and design work for access roads to permit development and harvest of the timber resource. More specifically, the program provides for:

- Designing road access to areas for management purposes and for timber operations where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for management of second-growth timber for stand improvement. The program also plans access for commercial thinning volume to allow utilization of marginal value timber.

- Designing road access to merchantable timber areas where the road construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This would include projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, paving operations, large amounts of materials large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

The following table displays accomplishments in 1985 and estimated workloads in 1986 and 1987:

<u>Workload Measures</u>	<u>1985 Actual</u>	<u>1986 Estimate</u>	<u>1987 Estimate & Base</u>	<u>Inc. (+) Dec. (-) from Base</u>
Sign installation (number)	200	200	200	---
Project plans (number)	5	5	5	---
Survey and design (miles)	20	20	20	---

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Access Acquisition

(Dollar amounts in thousands)

	1986 Enacted to Date	1986 Adjusted Approp.	FY 1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
\$	329	315	329	329	---
(FTE-T)	(5)		(5)	(5)	(---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Access Acquisition	329	-14	315

The impact of the P.L. 99-177 cancellation of \$14,900 will be the deferral of the acquisition of one multiple-use easement which will not result in any impact to the timber management program.

Objectives

The major objectives of the access acquisition program are as follows:

- o Obtain and maintain legal access to public lands in support of the forest management program. Legal access must be provided not only to support the timber sale program, but for all forest management activities such as reforestation, thinnings, fertilization, and various other silvicultural activities.
- o Obtain and maintain necessary legal access for the general public. Examples are access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

FY 1987 program

The FY 1987 estimate is \$329,000 and 5 FTE-T.

Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement. It is essential that adequate lead-time be given to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A leadtime of two years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

The primary benefits of the access acquisition program include:

- o Providing continuous legal access so that intensive management practices can be applied wherever and whenever silvicultural needs dictate.
- o Increased bid prices on those timber sales offered with access assured to all qualified bidders. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices. However, in any given year, an average increase of only 40 cents per MBF over the appraised price on the timber sales offered would fully cover the entire cost of the access program.
- o Providing continuous legal access to the public for full use and enjoyment of the O&C lands.

The access acquisition program includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use. Workload is displayed in the following table:

<u>Workload Measure</u>	<u>1985 Actual</u>	<u>1986 Estimate</u>	<u>1987 Estimate and base</u>	<u>Inc. (+) Dec. (-) from Base</u>
Easements acquired (#)	30	28	28	---

Activity Summary

Activity: Maintenance

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Enacted To Date</u>	<u>FY 1986 Adjusted Approp.</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Building Maintenance	479	476	456	475	475	---
Recreation Maintenance	792	954	913	950	800	-150
Transportation Maintenance	<u>2,706</u>	<u>2,700</u>	<u>2,584</u>	<u>2,695</u>	<u>2,345</u>	<u>-350</u>
Total	3,977	4,130	3,953	4,120	3,620	-500

Justification of Program and Performance

Activity: Maintenance
Subactivity: Building Maintenance

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	FY 1987 Estimate	Inc. (+) Dec. (-) from Base
\$	476	456	475	475	---
(FTE-T)	(4)		(4)	(4)	(---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Building Maintenance	476	-20	456

The impact of the P.L. 99-177 cancellation of \$20,000 will be the deferral of some maintenance such as landscape or parking lot upkeep which does not affect health or safety conditions. This will be accomplished by reducing temporary employment normally used for this type of work.

Objective

The objective of the building maintenance program is to protect the capital investment made in the BLM-owned buildings and related facilities in western Oregon and to ensure that the facilities continue to provide the service intended throughout their life cycle. Specific objectives include:

- o Inspection of all buildings, yards, and parking lots and identification of needed repairs;
- o Repair of interior and exterior of buildings as required;
- o Repair and/or replacement of water, sewage and electrical utility systems that do not meet safety and health codes; and
- o Resurfacing of wareyards and driveways, repair of fences, and upkeep on landscaping at administrative facilities.

FY 1987 program

The 1987 estimate level is \$475,000 and 4 FTE-T.

The types of facilities maintained vary from district office buildings to tree seed extractories and greenhouses for seedling production. The following table displays the number of existing buildings and systems included in the maintenance schedule:

<u>Type of Facility</u>	<u>Number</u>	<u>Size</u>
Office Buildings	7	147,000 sq. ft.
Warehouses	63	61,200 sq. ft.
Flammable liquid storage buildings	4	3,800 sq. ft.
Radio equipment buildings	8	2,300 sq. ft.
Pumphouses	3	8,400 sq. ft.
Seed cleaning facilities	1	7,300 sq. ft.
Seed extraction facilities	4	4,400 sq. ft.
Greenhouses/shadehouses	4	26,200 sq. ft.
Shop buildings	2	38,500 sq. ft.
Grounds (wareyards, lawns)	44	143 acres
Water systems	37	-
Sewer systems	41	-

A majority of the work is accomplished by BLM employee labor and expertise. Specialized expertise for sophisticated control systems is contracted to local firms.

The 1987 program level funds maintenance on an as-needed basis on the facilities, grounds, and systems itemized above.

Justification of Program and Performance

Activity: Maintenance
Subactivity: Recreation Maintenance

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	954	913	950	800	-150
(FTE-T)	(20)		(20)	(18)	(-2)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Recreation Management	954	-41	913

The impact of the P.L. 99-177 cancellation of \$41,000 will be the reduction of maintenance activities on the lower use, undeveloped sites. This will be accomplished by reducing temporary employment normally used for this work.

Objectives

The objective of the program is to ensure that BLM's western Oregon recreation sites are operated and maintained so that: (1) the public receives the maximum recreational benefits from the facilities, (2) natural and cultural resources of the area are not destroyed through overuse, (3) public user and employee health and safety are protected, and (4) the facilities are maintained so that they last for their designed useful life.

Base program

The 1987 base level is \$950,000 and 20 FTE-T.

The recreation maintenance program provides services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 53 developed recreation sites and 65 undeveloped sites in western Oregon. The following table displays the facilities included in the maintenance schedule:

Type of Facility (unit of measure)	Number
Developed campsites (# of family units)	702
Developed picnic sites (# of family units)	682
Undeveloped picnic sites (#)	65
Water systems (#)	40
Sewer systems (#)	24
Trails within recreation sites (miles)	19
Signs (#)	90

All developed facilities receive preventive and operational maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance is done on an as-needed basis.

A combination of labor sources is used to accomplish the annual workload and meet the stated objectives including BLM laborers and recreation technicians, and contract, volunteer, and user participation. Written directives covering visitor safety and hazard management and use permits for developed sites and site management have been issued to improve consistency in implementation of maintenance levels from district to district.

The facilities are provided to meet the requirements of the O&C Act for recreation as a facet of forest land management. Having recreation use concentrated in specific, defined areas reduces conflicts with other resource management activities.

High maintenance costs have forced BLM to evaluate its maintenance program in Western Oregon, particularly at "out of the way" sites and at sites which experience low visitor use. In some instances, services have been reduced. One site has been closed. A greater emphasis is being placed upon the responsibility of the site user to clean up his own area. Volunteers are also assisting in keeping sites clean. BLM has entered into cooperative agreements for maintenance of three major sites by local governments and non-profit organizations.

Decrease from 1987 Base

(Dollars in thousands)

	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
\$	950	800	-150
(FTE-T)	(20)	(18)	(-2)

The proposed decrease of \$150,000 and 2 FTE will be accomplished by reducing periodic preventive maintenance, such as fix-up, repainting and the like on all sites to that level necessary to maintain health and basic safety standards, by continuing to use volunteers and cooperative agreements with non-profit organizations, and by greater reliance on site users to clean up their own area after use. Contract requirements will be reduced to a level consistent with the above. Sites with the lowest use will be targeted for the greatest reduction.

Distribution of change by object class

The object class detail for the proposed decrease of \$150,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	2	\$ 55,000
Personnel benefits		9,000
Travel and transportation of persons		5,000
Transportation of things		15,000
Other services		35,000
Supplies and materials		<u>31,000</u>
Total		\$150,000

Justification of Program and Performance

Activity: Maintenance
Subactivity: Transportation Maintenance

(Dollar amounts in thousands)					
<u>Program Elements</u>	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
BLM	\$ 2,450 (FTE-T) (29)	2,334	2,445 (29)	2,095 (27)	-350 (-2)
Federal Highway Administration	\$ 250 (FTE-T) (---)	250 ---	250 (---)	250 (---)	--- (---)
Total Requirements	\$ 2,700 (FTE-T) (29)	2,584	2,695 (29)	2,345 (27)	-350 (-2)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Transportation Maintenance	2,700	-116	2,584

The impact of the P.L. 99-177 cancellation of \$116,000 will be the deferral of maintenance on approximately 100 miles of secondary roads, elimination of some roadside brush control contracts and deferral of the purchase of some replacement equipment. These actions will have no immediate effect on the O&C timber management program or availability of access to public roads for the general public.

Objective

The objective of the transportation maintenance program (which is funded through a combination of currently appropriated funds and a permanent appropriation) is to maintain the BLM's western Oregon forest road and trail system in the condition needed for proper land and resource management, for the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and safe access to forest lands for the forest industry, BLM personnel, and the general public.

Bureau of Land Management

Base program

The 1987 base level for this subactivity from O&C funds is \$2,445,000 and 29 FTE-T.

The Bureau is responsible for maintaining a total network of approximately 8,468 miles of road and 80 miles of trail in western Oregon. All trails are maintained each year, however, the maintenance schedule for roads varies each year, according to actual timber harvest activity and weather damage.

The basic road maintenance schedule plans are for yearly maintenance on 4,000 to 4,800 miles of primary timber haul road and for maintenance, on an as-needed basis, for those parts of the secondary system that receive higher than normal use, or which have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all bridges and structures that are an integral part of the road system.

Maintenance of the road system is accomplished primarily by BLM crews plus contracts for materials such as asphalt, aggregate, fuels, culverts, equipment, and supplemental equipment rental. Heavy equipment operators skilled in road maintenance work are required along with the transportation engineering experts knowledgeable in timber management practices and other resource management needs for transportation facilities.

Road maintenance on spur roads is accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties. The BLM timber access road system is one part of a total system that provides access to Federal and private timber lands. A proportionate share of the initial cost of a road is paid by private industry by means of a road use fee system. The share will vary for each road, depending upon the percentage of the total timber volume owned by each party that is tributary to the road or that will eventually be transported over the road. If 50 percent of the volume to be transported over a specific road is private, then private companies will pay 50 percent of the cost of the road by means of road use fees as the timber is harvested and hauled. Funds collected in road use fees are deposited in the Treasury to amortize the Government's original cost for the non-government share of the road use.

In addition to road use fees, each commercial user of BLM roads is assessed a road maintenance fee. Funds collected in maintenance fees each year become a part of the total funds available for road maintenance through a permanent appropriation to BLM. In 1987, the amount estimated to be available from the permanent appropriation is \$5.4 million. (See Justifications under the Miscellaneous Permanent Appropriations section.) This would provide a total of \$7,734,000 for road maintenance work. The total of current appropriations and permanent appropriation amounts is planned for use to accomplish the total maintenance workload.

Federal Highway Administration (FHWA)

FY 1987 program

The FY 1987 estimate is \$250,000. The FHWA provides road surfacing aggregate (crushed rock) to BLM for use in the Bureau's road and bridge maintenance program. The amount of aggregate obtained from FHWA varies each year according to the amount of maintenance required as a result of road use and weather damage.

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "O&C Grant Lands."

Decrease from 1987 Base

(dollars in thousands)

		<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Difference</u>
BLM Program	\$ (FTE-T)	2,445 (29)	2,095 (27)	-350 (-2)

A decrease of \$350,000 and 2 FTE is proposed for 1987.

This will be accomplished by deferring the annual maintenance on 300 miles of the lowest priority multiple-use roads, the deferral of maintenance on 20 miles of trails, and the elimination of some roadside brush control.

Changes in the O&C transportation maintenance program workload units for 1985, 1986 and 1987 are shown in the following table.

<u>Workload Measure</u>	<u>1985 Actual</u>	<u>1986 Estimate</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Road maintenance (miles)	5,000	6,038	6,038	5,738	-300
Trail maintenance (miles)	80	80	80	60	-20
Bridge maintenance (#)	79	76	76	76	---

Distribution of change by object class

The object class detail for the proposed decrease of \$350,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	2	\$ 55,000
Personnel benefits		9,000
Travel and transportation of persons		5,000
Transportation of things		25,000
Communications, utilities and miscellaneous charges		8,000
Other services		133,000
Supplies and materials		75,000
Equipment		<u>40,000</u>
Total		\$350,000

Activity Summary

Activity: Renewable Resources Management

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Enacted to Date</u>	<u>FY 1986 Adjusted Approp.</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Timber Management	24,062	23,930	22,901	23,857	23,000	-857
Timber Development and Reforestation	23,850	22,140	21,188	22,093	19,218	-2,875
Timber Protection	1,868	1,987	1,902	1,987	1,987	---
Other Forest Resources	<u>2,408</u>	<u>2,667</u>	<u>2,552</u>	<u>2,662</u>	<u>2,412</u>	<u>-250</u>
Total	52,188	50,724	48,543	50,599	46,617	-3,982

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Management

(Dollar amounts in thousands)

<u>Program Elements</u>		<u>1986 Enacted To Date</u>	<u>1986 Adjusted Approp.</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
BLM	\$ (FTE-T)	23,830 (524)	22,801	23,757 (524)	22,900 (520)	-857 (-4)
Federal Highway Administration	\$ (FTE-T)	100 (---)	100	100 (---)	100 (---)	--- (---)
Total Requirements	\$ (FTE-T)	23,930 (524)	22,901	23,857 (524)	23,000 (520)	-857 (-4)

Impact of Public Law 99-177

	<u>1986 Enacted To Date</u>	<u>P.L. 99-177 B.A. Cancellation</u>	<u>1986 Adjusted Approp.</u>
Timber Management	23,930	-1,029	22,901

The impact of the P.L. 99-177 cancellation of \$1,029,000 will be to reduce new timber sale offerings; however, this will mostly be offset by additional reofferings of sales from the "buy back" timber from the Federal Timber Contract Payment Modification Act (FTCPMA) of 1984. Substituting "buy-back" timber offerings for new sales reduces the total cost of offering the full allowable cut because certain actions will not need to be accomplished again, since they were already done for the sale when it was initially offered and sold.

Objectives

The major objectives of the timber management program in western Oregon are to:

- o Offer 1,183 million board feet of timber for sale annually from western Oregon lands, and
- o Prepare and manage timber sale contracts to insure that the timber is harvested according to contract stipulations and that payments are made according to contract provisions.

Bureau of Land Management

Base program

The 1987 Base level is \$23,757,000 and 524 FTE. Under the timber management program, timber is offered for sale in accordance with the O&C Act of 1937 (43 U.S.C. 1181). This law provides that the O&C Grant Lands shall be managed as a

permanent source of timber in a manner which protects watersheds, regulates stream flows, provides for recreational facilities, and contributes to local economic stability.

The O&C Act directs that the Secretary announce an allowable harvest level which shall be offered annually for sale given reasonable prices in a normal market.

Under the base program, BLM will offer the current allowable cut level of 1,183 million board feet of timber. This is a slight reduction from the 1,185 million board feet identified in BLM's timber management plans because of certain lands in western Oregon being designated as wilderness by Congress.

The Court-ordered ban on the use of herbicides and economic conditions in the timber industry continue to create uncertainty in the timber management program.

Timber Management Program Components

The major work elements of the timber management program are as follows:

Inventory and Timber Management Planning

This element includes the gathering of inventory and silvicultural data for preparation and maintenance of land use and timber management plans, and the computation of the allowable harvest levels.

The gathering of extensive inventory and silvicultural data for timber management planning is done on a 10-year cycle. The eight years between data-gathering efforts are considered the normal years in this element with workloads consisting of the maintenance of technical inventory records and maintenance and updating of timber management and land use plans.

The latest series of timber management plans were completed in 1983. Approximately 2.1 million acres of commercial forest lands, 87 percent of the land administered by BLM in the area, are covered by these plans. These plans, as amended, allow an annual harvest level of 1,183 million board feet.

Timber Sale Planning

Timber sale planning is essential to identify physical and legal access requirements, cadastral survey needs, special road design and other considerations. The checkerboard land patterns and the steep ridges which characterize western Oregon commercial timber lands contribute to the complexity of the planning process which begins with identification of potential sales areas 5 years in advance of sale. Outyear plans are refined annually by deleting problem tracts and adding replacement tracts. The process culminates in the annual timber sale plan on which the forest industry bases its own plans for purchasing BLM timber.

Timber Sale Preparation

This element includes all activities necessary to offer timber for sale, including:

1. Sale area layout
2. Environmental analysis
3. Resource conflict resolution
4. Timber values determination and appraisal
5. Contract preparation
6. Sale advertising and award

The timber sale preparation process starts with field crews physically posting and marking sale boundaries, road locations, log skidding trails, and other work areas needed for the harvest operation. When sale layout is complete, the area is examined to determine the specific effects of logging it on any archaeological and other resource values such as wildlife, fisheries, soils, water and air. All of these data are used in the preparation of the environmental analysis.

The environmental analysis process identifies site-specific adverse impacts associated with the proposed logging operation and prescribes mitigating measures. Sale boundaries, road locations, and decking areas are adjusted to attain the prescribed mitigation.

A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, western Oregon BLM timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Historically, the purchaser has had 3 years to harvest the timber, although contracts with shorter harvest periods have recently been offered in response to current economic conditions.

Timber Sale Contract Administration

This work involves on-the-ground supervision during the term of the timber sale contract. Supervision is provided to ensure that the purchaser adheres to the terms of the contract and that timely payments are made as timber is cut. Specific workloads are:

1. Approval of the logging plan for the sale area.
2. Monitoring road and logging facilities construction.
3. Monitoring progress of timber cutting and calculating payments due.
4. Ensuring that payment due is received before additional timber is harvested.
5. Processing contract modifications as needed.
6. Monitoring the total logging operation until all timber has been removed from the sale area.
7. Monitoring the disposal of logging debris (slash).
8. Processing contract expirations and terminations.

Federal Highway Administration (FHWA)

FY 1987 program

The 1987 Estimate is \$100,000. The Federal Highway Administration provides BLM with a variety of specialized engineering services associated with the location and design of timber access roads and evaluation of rock quarry sites. The kinds and amount of services rendered by the FHWA varies from year to year depending upon the difficulty of road location and number of quarry sites needed. The following is the average workload output. It is estimated that the 1987 workload will be at the average level.

<u>Item</u>	<u>Amount</u>
Rock core drilling	5,000 lin. ft.
Material testing	200 tests
Roads requiring special engineering consulting services	30 roads

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "Oregon and California Grant Lands."

Decrease from 1987 Base

(dollars in thousands)

	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Difference</u>
BLM Program \$	23,757	22,900	-857
(FTE-T)	(524)	(520)	(-4)

The \$857,000 and 4 FTE reduction is possible because of reoffering volume from "buy back" sales, and improved procedures implemented for the Fall, Buck and Scale Contracts (Volume Estimating), property line brushing contracts, and timber cruising and appraisal techniques, which are resulting in lower management costs to the Bureau.

As a result of depressed conditions in the lumber markets, Congress passed the Federal Timber Contract Payment Modification Act (FTCPMA) of 1984. Under certain conditions, the Act allowed purchasers of Federal timber to sell back certain of their timber sale contracts which had become uneconomical to harvest. BLM will include a portion of this returned timber (400 mmbf) in its timber sale program in 1987. Savings will be realized from reoffering previously sold timber for sale. These savings result from the fact that some of the work involved in preparing the sales when the timber was initially sold is still valid and need not be done again.

The greater part of the savings, however, will accrue to the timber development and reforestation program because practices which supported the original sale have already been accomplished. Consequently, timber development practices in 1987 which would otherwise be necessary to support the reoffered sale level are not necessary. (See the Timber Development and Reforestation Subactivity.)

A total of 271 sales with volume totalling 1,300 MMBF qualified as "buy out" contracts under FTCMA. The Bureau plans to re-offer 350 MMBF in 1986 and an estimated 400 MMBF in 1987 from "buy back" sales.

Changes in the O&C timber management program workload units for 1985, 1986 and 1987 are shown in the following table:

<u>Workload Measure</u>	<u>1985 Actual</u>	<u>1986 Estimate</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Inventory (acres)	460,000	1,118,000	1,118,000	1,118,000	---
Timber sale plans -					
Annual (#)	21	22	22	22	---
5-year (#)	21	22	22	22	---
Timber volume prepared (MMBF)	1,132	1,183	1,183	1,183	---
Sales prepared (#)	300	300	300	300	---
Timber volumes sold/offered (MMBF)	1,006	1,183	1,183	1,183	---
Timber volume reoffered from "Buy Back" contracts (MMBF)	(---)	(350)	(---)	(400)	+400
Contracts administered (#)	500	500	500	500	---
Total timber volume sold - not harvested (MMBF EOY)	3,600	2,300	2,300	2,200	-100
Value of timber sold (\$000)	80,480	106,470	118,300	118,300	---
Average sale price (\$/MBF)	80	90	100	100	---
Total volume harvested (MMBF)	936	950	1,050	1,150	+100

Distribution of change by object class

The object class detail for the proposed decrease of \$857,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	4	\$109,000
Personnel benefits		18,000
Travel and transportation of persons		10,000
Transportation of things		20,000
Other services		625,000
Supplies and materials		<u>75,000</u>
Total		\$857,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Development and Reforestation

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	22,140	21,188	22,093	19,218	-2,875
(FTE-T)	(346)		(346)	(346)	(---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Timber Development and Reforestation	22,140	-952	21,188

The impact of the P.L. 99-177 cancellation of \$952,000 will be to reduce planned timber development practices scheduled for 1986. The impact of this reduction will not affect program accomplishments because less work is needed when new timber sale offerings are replaced with additional reofferings from the "buy back" timber sales under the Federal Timber Contract Payment Modification Act of 1984. The costs of forest development are reduced because the reoffered timber represents non-chargeable volume, and the intensive forest development practices that contributed to the increased allowable cut levels are not necessary to support this reoffered timber volume since they have already been considered for the timber volume when originally sold.

Objectives

The major objective of the timber development and reforestation program is to accomplish the various practices that allowable cut plans indicate are necessary to produce that level of timber production on a sustained yield basis, including:

- o Reforest harvested areas promptly;
- o Maintain or achieve optimum conditions for tree and stand growth (thinnings/release);
- o Improve site fertility (fertilization); and
- o Protect seedlings from growth reduction or death caused by animals, heat, vegetation, and diseases.

Base program

The 1987 Base level is \$22,093,000 and 346 FTE's. The program provides for reforestation and other timber development practices which increase the productivity of the timber lands in western Oregon. Reforestation is necessary

not only to ensure prompt forest regeneration, but also to ensure that the new forest will contain the most desirable timber species (i.e., Douglas Fir in western Oregon).

Prescribed burn and site preparation are frequently required prior to the actual reforestation. Land treatments, such as the use of herbicides, are sometimes necessary so that planted seedlings can achieve full development without undue competition from other species which tend to proliferate in newly cut areas. Later, pre-commercial thinning will be used to cull selected trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. In addition, BLM, through its tree improvement program will improve the genetic traits of the trees themselves.

The development and reforestation workload is accomplished principally through contracting specific land treatment projects (i.e., slash burning, tree planting, thinning, etc.) to the private sector. An estimated 95 percent of the projects are accomplished by contractors. The remaining 5 percent are done with Bureau personnel, usually temporary employees.

Types of work which involve permanent BLM personnel primarily include studies and research, environmental analysis, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

Studies and Research - Includes all work associated with field studies and research that is done to identify development needs, monitor results of past actions, and coordinate activities associated with Forestry Intensified Research (FIR).

Included in the Base is \$1,292,000 for the adaptive and fundamental phases of FIR. This program was developed to improve reforestation and timber stand improvement technology for southwest Oregon. Work is primarily performed by Oregon State University in participation with BLM, the Forest Service, the Oregon State Forestry Department, and various industrial and private landowners. Initiated in 1978, FIR is in the final stages of its original 10-year schedule. There will be an extension of several years in the adaptive phase to facilitate application of the findings.

Environmental Assessment - Includes all work involved in preparing and reviewing environmental impact statements relating to intensive forest management practices. For 1987 it is assumed that the environmental statement on use of herbicides for timber development work will be completed and accepted by the Federal Court; thus allowing herbicides to again be available for use.

Inventory, Project Planning, Layout and Contract Preparation - Includes all work involved in conducting post-treatment surveys to evaluate the effectiveness of land treatments and preparing land treatment contracts for bid advertisement and award.

Contract Administration - Includes all work associated with the supervision and administration of genetic improvement, land treatment, research and other support contracts.

Seed Orchard Operation - Includes all work associated with the development, maintenance, and operation of the Walter Horning, Charles Sprague, Provolt, and Lorane seed orchards, which include progeny test plantations where genetically superior trees are grown for seed production.

Decrease from 1987 Base

(dollars in thousands)

	1987 <u>Base</u>	1987 <u>Estimate</u>	<u>Difference</u>
\$ (FTE-T)	22,093 (346)	19,218 (346)	-2,875 (---)

The \$2,875,000 decrease is the result of two factors. First, \$2,611,000 of the reduction is the result of substituting "buy back" sale reofferings from the FTCFMA for new timber sales in the 1986 and 1987 timber sale programs. Since the timber development practices associated with these sales were completed in support of the original sale, there is no need to do it again for reoffered volumes.

Second, there is a reduction of \$264,000 as the result of FIR studies and research winding down. Originally, the Bureau had made preliminary plans to investigate the feasibility of the Coastal Oregon Productivity Enhancement (COPE) research program in 1987. However, because of other higher program priorities, the analysis of COPE will be deferred at this time.

Changes in the O&C timber development and reforestation program workload units for 1985, 1986 and 1987 are shown in the following table:

<u>Workload Measures</u>	1985 <u>Actual</u>	1986 <u>Estimate</u>	1987 <u>Base</u>	1987 <u>Estimate</u>	Inc. (+) or Dec. (-)
Inventory (acres)	49,835	224,890	225,000	225,000	---
Site preparation (acres)	15,425	21,512	22,000	23,000	+1,000
Reforestation (acres)	23,292	22,370	22,370	23,000	+630
Maintenance (acres)	18,567	16,759	16,800	16,800	---
Timber stand improvement (acres)	(22,652)	(5,054)	(13,500)	(5,000)	(-8,500)
Pre-commercial thinning (acres)	16,731	5,054	8,000	5,000	-3,000
Fertilization (acres)	6,118	---	5,000	---	-5,000
Stand conversion (acres)	253	---	500	---	-500

Distribution of change by object class

The object class detail for the proposed decrease of \$2,875,000 is as follows:

	<u>Amount</u>
Travel and transportation of persons	\$ 50,000
Transportation of things	100,000
Other services	2,525 000
Supplies and materials	<u>200,000</u>
Total	\$2,875,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Protection

(Dollar amounts in thousands)

	<u>1986 Enacted To Date</u>	<u>1986 Adjusted Approp.</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
\$	1,987	1,902	1,987	1,987	---
(FTE-T)	(3)		(3)	(3)	(---)

Impact of Public Law 99-177

	<u>1986 Enacted To Date</u>	<u>PL 99-177 B.A. Cancellation</u>	<u>1986 Adjusted Approp.</u>
Timber Protection	1,987	-85	1,902

The impact of the P.L. 99-177 cancellation of \$85,000 will be a reduced effort in contract administration and program management work. No reduction in the level of the timber protection contract will occur.

Objectives

The objective of the timber protection program is to protect 2,375,800 acres of western Oregon lands from damage by fire.

FY 1987 Program

The 1987 Estimate is \$1,987,000 and 3 FTE-T. The program consists of fire protection through contract on 2,375,800 acres, at an annual cost of \$1,867,000. The program also provides for the attendant contract administration and overall timber protection program management.

Actual fire protection for all lands under BLM jurisdiction in western Oregon is provided by the State of Oregon Department of Forestry. The existence of the highly effective State protection organization makes it unnecessary for BLM to establish and maintain its own fire suppression organization in western Oregon.

The historical 5-year average of fire occurrence in western Oregon is as follows:

- 34 human-caused fires annually
- 38 lightning-caused forest fires annually
- 1,232 acres burned annually
- 357 total fires in the past 5 years

Justification of Program and Performance

Activity: Renewable Resources Management
 Subactivity: Other Forest Resources

(Dollar amounts in thousands)

<u>Program Element</u>		<u>1986 Enacted To Date</u>	<u>1986 Adjusted Approp.</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Range Management	\$ (FTE-T)	226 (4)	216	226 (4)	226 (4)	--- (---)
Recreation Management	\$ (FTE-T)	582 (16)	557	582 (16)	582 (16)	--- (---)
Soil, Water and Air Management	\$ (FTE-T)	669 (15)	640	669 (15)	669 (15)	--- (---)
Wildlife Management	\$ (FTE-T)	1,190 (21)	1,139	1,185 (21)	935 (19)	-250 (-2)
Total Requirements	\$ (FTE-T)	2,667 (56)	2,552	2,662 (56)	2,412 (54)	-250 (-2)

Impact of Public Law 99-177

	<u>1986 Enacted To Date</u>	<u>PL 99-177 B.A. Cancellation</u>	<u>1986 Adjusted Approp.</u>
Other Forest Resources	2,667	-115	2,552

The impact of the P.L. 99-177 cancellation of \$115,000 will be the deferral of one range improvement and one wildlife project, reduced visitor assistance by not hiring temporary employees who normally provide some of this service, and deferral of some planned water quality monitoring work.

RANGE MANAGEMENT

Objectives

The major objectives of the range management program are to utilize available forage for livestock production, maintain and improve vegetative conditions, and accomplish vegetation-related resource management goals and objectives on western Oregon land.

FY 1987 program

The 1987 estimate is \$226,000 and 4 FTE-T. This program provides for grazing administration on public lands in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease O&C lands for grazing purposes when such use will not interfere with the production of timber or other purposes specified in the O&C Act. There are 138 grazing leases in

western Oregon providing approximately 19,000 animal unit months (AUM's) of forage. The range management program workload consists primarily of authorizing and issuing grazing leases, collecting fees, providing necessary range use supervision and trespass control, and developing range improvement projects. Grazing use must be properly coordinated with intermingled and adjacent landowners. In several areas where there are large and well-blocked lands, coordinated resources management plans have been developed and needed management facilitating projects constructed. In addition, monitoring has been established and is periodically reviewed and evaluated to determine management effectiveness.

Management facilitating projects on O&C lands such as fences and water developments are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. It is also needed to accomplish other vegetation-related management objectives such as the protection and improvement of important wildlife habitat areas and the protection of threatened and endangered plants and animals.

The primary benefits of the program are improvement of vegetation-related resource values. The principal benefit to timber production is removal of vegetation that competes with young trees and seedlings. If forage plants in reforested areas are grazed by livestock at appropriate times, the competitive influence of these plants on the establishment of tree seedlings is reduced. Once trees are established to the point where livestock grazing can have no harmful impacts on their further development, the authorization of grazing use results in harvesting a renewable resource that would otherwise go unused.

The following table displays actual workload accomplishments for 1985 and estimated accomplishments for 1986 and 1987:

<u>Workload Measure</u>	<u>1985 Actual</u>	<u>1986 Estimate</u>	<u>1987 Estimate</u>
Allotments monitored (#)	145	145	145
Leases administered (#)	138	138	138
Projects developed (#)	4	4	4

RECREATION MANAGEMENT

Objectives

The objectives of the recreation management program are to:

- o Provide recreation opportunities, visitor services/information and the protection of high priority special recreation management areas, including the Rogue National Wild and Scenic River, Pacific Crest National Trail, Rogue River National Recreation Trail, and five major recreation facility areas (Loon Lake, Hyatt Lake, Wildwood, Fisherman's Bend, and Shotgun);
- o Protect and maintain high quality scenic visual resources within designated scenic highway corridors, and State recreational management areas in support of cooperative management agreements;

- o Improve program cost effectiveness through the use of volunteer programs and coordination/cooperation with State, county and local recreation agencies and organizations; and
- o Ensure that all projects are in compliance with Section 106 of the National Historic Preservation Act and Section 2(b) of Executive Order No. 11593 for cultural resource protection and ensure that cultural resources are given full consideration in all land use planning and management decisions.

FY 1987 program

The FY 1987 estimate is \$582,000 and 16 FTE-T. The western Oregon program is operated under the provisions of the O&C Act which directs that the O&C lands be managed for permanent forest production, including provision of recreation facilities. Because the provision of recreation facilities covers a wide range of recreation opportunities which vary from managing highly developed campground/picnic areas to monitoring dispersed recreation use areas, the program encompasses workload from some 3 million visits made annually to 171 special recreation management areas and 22 extensive recreation management areas.

The primary efforts of the recreation management program are as follows:

- Provide a wide range of public recreation opportunities consistent with intensive forest management objectives, including management of Congressionally designated recreation areas. Through interpretive techniques, management of recreation use occurring on western Oregon timber lands provides a basis to provide greater public understanding and acceptance of intensive timber management techniques;
- Protect highly sensitive visual resource values consistent with intensive timber management activities;
- Preserve and manage archaeological and historic resources on western Oregon lands;
- Allow forest management project work to proceed in an orderly fashion in compliance with applicable laws and regulations without disruptions caused by protests and appeals; and
- Provide appropriate sites for natural history research, which provide data that aid in resource program planning, including forest management.

The following table displays actual workload accomplishments for 1985 and estimated accomplishments for 1986 and 1987:

<u>Workload Measure</u>	<u>1985 Actual</u>	<u>1986 Estimate</u>	<u>1987 Estimate</u>
Inventory (acres)	3,500	8,700	10,000
Activity plans (#)	3	5	5
Permits (#)	120	122	125
Visitor services (8-Hr. patrol)	340	415	400
Protection projects (#)	20	11	10

SOIL, WATER AND AIR MANAGEMENT

Objectives

The objectives of the soil, water and air management program are to:

- o Provide management with baseline inventory data on soil and water resources including information on soil capabilities, suitabilities, behavior and use limitations;
- o Develop criteria and guidance for mitigating measures required so that forest resource utilization and development will not unnecessarily reduce soil productivity and water quality;
- o Provide management with information on air quality, climatology and meteorology;
- o Monitor water and air quality (i.e., acid rain, visibility) and evaluate conditions to ensure that Bureau activities and non-Bureau activities are not negatively impacting water or air quality; and
- o Take necessary actions to ensure activities are in compliance with National and State laws and regulations.

FY 1987 program

The 1987 estimate is \$669,000 and 15 FTE-T. This program fulfills provisions of the O&C Act which requires that O&C lands be managed for permanent forest production, including protection of watersheds and regulation of stream flow. The Bureau is also guided by Executive Order 12088, and is actively involved in Federal and State programs for smoke management, for acid rain monitoring, and for non-point source water quality problem identification and monitoring.

The benefits of the program accrue mainly to the resources and include:

1. Maintaining and increasing the soil's capability to produce wood.
2. Ensuring that timber sale plans and sites are in compliance with relevant laws and regulations.
3. Maintaining site productivity through on-site water management and design of water control facilities, i.e., bridges and culverts, so as not to jeopardize the forest road system.

The following table displays actual workload accomplishments for 1985 and estimated accomplishments for 1986 and 1987:

<u>Workload Measure</u>	<u>1985 Actual</u>	<u>1986 Estimate</u>	<u>1987 Estimate</u>
Activity plans (#)	---	3	3
Soil surveys (000's acres)	46	98	50
Water right documentation (#)	30	13	15
Air monitoring (# stations)	6	8	8
Watershed monitoring (# stations)	43	166	166
Watershed improvements (#)	51	23	25

WILDLIFE HABITAT MANAGEMENT

Objectives

The objectives of the wildlife habitat management program are to:

- o Improve anadromous fisheries habitat.
- o Comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered (T/E) species. This will be completed within 4 months of the initial determination that a proposed action may affect any T/E species.
- o Comply with Section 7 of the ESA by completing consultation with the Fish and Wildlife Service (FES) within 6 months of initial determination that an action may affect a T/E species.
- o Comply with the ESA to aid in the recovery of T/E species.
- o Comply with Executive Order No. 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat. This will be completed within 4 months of the initial determination that a proposed action may affect wetland or riparian habitat.

Base program

The 1987 base level is \$1,185,000 and 21 FTE-T. The BLM wildlife habitat management program maintains and improves wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species and T/E plant and animal species occurring on the public lands in western Oregon.

One of the most valuable resources in western Oregon is its stream habitat for anadromous fish. In recent years, however, the number of surviving coho salmon has been on the decline. This has resulted in a shortened fishing season, adverse economic effect on commercial fisheries, and loss of sport fishing opportunities. In 1985, BLM received an additional \$245,000 to enhance its stream habitat improvement work to increase the number of anadromous fish. In 1986, a total of \$497,000 was provided for anadromous fish habitat improvement. With these funds BLM has increased stream improvement projects, intensified monitoring studies, and initiated a planning effort on a 5-year program to improve stream habitat for anadromous fisheries.

Included in the 1987 Base is \$300,000 for habitat improvement projects on 13 streams in western Oregon. The type of improvement projects include opening of blocked streams in mitigation of past timber harvesting practices, and efforts to provide more spawning areas to improve fish survival rates. Specific practices include log jam removal, gravel for replacement in spawning areas, brush removal, and placement of instream structures to improve fish passage over impassable structures. These efforts are also part of BLM's role in an interagency cooperative effort with the State Coho Salmon Enhancement Program.

Benefits of the wildlife habitat management program include providing wildlife habitat for a variety of consumptive and nonconsumptive uses by the general public. The wildlife program provides the timber management program with the

required biological expertise to implement Federal laws such as the ESA, Sikes Act, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders and thus, facilitate an orderly, effective and environmentally sound timber management program. Inventories are conducted to identify and quantify the habitat of terrestrial, aquatic, wetland, and T/E species into various condition classes and needs.

Decrease from 1987 Base

(dollars in thousands)

	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Difference</u>
\$	1,185	935	-250
(FTE-T)	(21)	(19)	(-2)

The reduction of \$250,000 and 2 FTE's will be accomplished by reducing the anadromous fish program to approximately the 1985 level. The Bureau will continue implementation of the 5-year anadromous fish enhancement plan, but will defer some scheduled improvements to future years and, consequently, reduce some associated maintenance as well.

The following table compares actual workload for 1985 with planned accomplishments for 1986 and 1987:

<u>Workload Measure</u>	<u>1985 Actual</u>	<u>1986 Estimate</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Inventory (000's acres)	1	29	29	29	---
Activity plans (#)	2	2	2	2	---
Monitoring (# plans monitored)	143	145	145	147	+2
Development projects (#)	48	32	32	18	-14
Maintenance projects (#)	25	30	30	25	-5

Distribution of change by object class

The object class detail for the decrease of \$250,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	2	\$ 55,000
Personnel benefits		9,000
Other services		136,000
Supplies and materials		<u>50,000</u>
Total		\$250,000

Activity Summary

Activity: Planning and Data Management

(Dollar amounts in thousands)

<u>Subactivity</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Enacted To Date</u>	<u>FY 1986 Adjusted Approp.</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc (+) Dec. (-) from Base</u>
Planning	48	183	175	183	183	---
Data Management	<u>212</u>	<u>212</u>	<u>203</u>	<u>212</u>	<u>212</u>	<u>---</u>
Total	260	395	378	395	395	---

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Planning

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	183	175	183	183	---
(FTE-I)	(2)		(2)	(2)	(---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Planning	183	-8	175

The impact of the P.L. 99-177 cancellation of \$8,000 will be a slightly reduced level of plan maintenance.

Objectives

The objectives of the planning program in western Oregon are to:

- o Develop land use plans which allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and National program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;
- o Adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the regularly scheduled (10-year) plan revision cycles;
- o Maintain existing land use plans and supporting inventories by incorporating available information from timber sales, ongoing environmental analyses, and public input; and
- o Provide an effective and efficient forum for public input into management decisions to balance resource capabilities, National guidance, regional and local concerns.

FY 1987 program

The 1987 estimate is \$183,000 and 2 FTE-T. Land use planning is an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands.

BLM planning regulations and policy require a full interdisciplinary team for the entire sequence of steps in the planning process. The composition of the team is determined by the District Manager after receiving public input on planning issues. The process usually requires skills and expertise in forestry, botany, wildlife, biology, soils science, hydrology, geology, recreation management, archaeology, public participation techniques, computer programming, and cartography. The District Managers and involved Area Managers are committed to the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s). State office staff specialists provide guidance, quality reviews, and technical support. The State Director and appropriate State office staff specialists are involved in the selection of the preferred alternative, and the State Director must concur with the final planning decisions.

The existing generation of land use plans was completed in 1982. Workload in 1987 will be directed to maintenance of existing plans.

The following table displays the status of current western Oregon planning and environmental impact statement preparation:

<u>Plan Name</u>	<u>Plan Status</u>	<u>Scheduled Resource Mgmt. Plans</u>	<u>EIS Status</u>
Westside Salem*	MFP-completed 1979	Approximately 1990	Final 1981 (Timber)
Eastside Salem*	MFP-completed 1982	Approximately 1990	Final 1983 (Timber)
Eugene*	MFP-completed 1982	Approximately 1990	Final 1983 (Timber)
Roseburg*	MFP-completed 1982	Approximately 1990	Final 1983 (Timber)
Josephine	MFP-completed 1978	Combined Plan 1990	Final 1979 (Timber)
Jackson/Klamath	MFP-completed 1977	Combined Plan 1990	Final 1978 (Timber)
	Range Revision MFP-completed 1982		Final 1983 (Range)
Southcoast/Curry	MFP-completed 1979	Approximately 1990	Final 1981 (Timber)

* Indicates plans impacted by new O&C Timber Management Policy.

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Data Management

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	212	203	212	212	---
(FTE-T)	(4)		(4)	(4)	(---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Data Management	212	-9	203

The impact of the P.L. 99-177 cancellation of \$9,000 will be the deferral of purchasing the lowest priority equipment. This will not significantly impact the overall program.

Objective

The objective of the data management program is to provide for the continued development and operation of an automated data information system in an effective and efficient manner to support the O&C management program in western Oregon.

FY 1987 program

The 1987 estimate is \$212,000 and 4 FTE. Several data bases are being maintained in support of western Oregon resource management needs. The majority of these data bases relate directly to timber sales program actions.

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine allowable cut levels for timber sales. Tree improvement data are maintained for BLM seed orchards including progeny plantations. Data are maintained for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. These data are eventually used in decisions relating to reforestation of harvested commercial forest land. In-place inventory data bases are maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict sales values and changes in market conditions. The data provide monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data are maintained for the purpose of predicting O&C receipts and payments to the counties under the O&C formula.

The collection and retrieval of the data is funded from the forest management subactivity while the operation and maintenance of data systems is funded by the data management subactivity.

ADP systems have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise is required; most important is technical expertise in the subject matter field -- inventory foresters, silviculturalists, geneticists, biometricians, and timber appraisal specialists. Second is the ADP technical expertise -- programmers, computer specialists, and systems analysts.

The average annual workload quantified in terms of records maintained is:

Allowable cut 5-PT inventory	100,000	80-character records
Orchard record	80,000	80-character records
Reforestation	45,000	270-character records
Operations inventory	50,000	540-character records
Timber appraisals (cruise, scale, 3-P)	400,000	80-character records

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Oregon and California Grant Lands

Object Class	1987 Base		1987 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:						
11.1 Permanent positions - FTE-P ...	944	25,777	944	25,777	---	---
11.3 Positions other than permanent 1/	54	1,475	44	1,201	-10	-274
11.5 Other personnel compensation ..		420		420	---	---
Total personnel compensation ..	998	27,672	988	27,398	-10	-274
<u>Other Objects</u>						
12.1 Personnel benefits		4,428		4,385		-43
21.0 Travel and transportation of persons		600		535		-54
22.0 Transportation of things		2,400		2,240		-160
23.3 Communications, utilities, and miscellaneous charges ...		1,000		977		-23
24.0 Printing and reproduction		200		200		---
25.0 Other services		13,442		9,997		-3,445
26.0 Supplies and materials		2,900		2,468		-432
31.0 Equipment		1,500		1,460		-40
32.0 Lands and structures		1,500		1,500		---
42.0 Insurance claims and indemnities		---		---		---
Total Requirements		55,642		51,160		-4,482

1/ FTE-OIP = FTE-T (-) FTE-P

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1116-0-1-302			
<u>Program by activities:</u>			
00.01 Construction and acquisition.....	528	528	528
00.02 Maintenance.....	4,197	3,981	3,471
00.03 Renewable resources management...	50,942	50,873	46,766
00.04 Planning and data management.....	307	395	395
10.00 Total obligations.....	55,974	55,777	51,160
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-788	-1,753	-1,753
24.40 Unobligated balance available, end of year.....	1,753	1,753	1,753
39.00 Budget authority.....	56,939	55,777	51,160
<u>Budget authority:</u>			
40.00 Appropriation.....	53,939	56,114	51,160
40.00 Reduction pursuant to P.L. 98-473	---	-337	---
42.00 Transferred from other accounts..	3,000	---	---
43.00 Appropriation (adjusted).....	56,939	55,777	51,160
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	55,974	55,777	51,160
72.40 Obligated balance, start of year.	10,296	13,484	13,484
74.40 Obligated balance, end of year...	-13,484	-13,484	-13,484
90.00 Outlays.....	52,786	55,777	51,160
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1116-0-1-302			
BUREAU OF LAND MANAGEMENT			
Personnel compensation:			
11.1 Full-time permanent.....	23,570	23,650	23,405
11.3 Other than full-time permanent..	2,304	2,305	2,285
11.5 Other personnel compensation...	817	815	815
11.8 Special personal services payments	19	20	20
11.9 Total personnel compensation..	26,710	26,790	26,525
12.1 Personnel benefits: Civilian....	3,612	3,620	3,585
21.0 Travel and transportation of persons.....	529	500	500
22.0 Transportation of things.....	2,181	2,000	2,000
23.2 Rental payments to others.....	73	75	75
23.3 Communications, utilities, and miscellaneous charges.....	987	990	990
24.0 Printing and reproduction.....	216	200	200
25.0 Other services.....	16,496	16,202	11,885
26.0 Supplies and materials.....	2,947	3,000	3,000
31.0 Equipment.....	1,464	1,500	1,500
32.0 Lands and structures.....	14	500	500
42.0 Insurance claims and indemnities..	37	---	---
99.0 Subtotal, Bureau of Land Management.....	55,266	55,377	50,760

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1116-0-1-302			
ALLOCATION ACCOUNTS			
Personnel compensation:			
11.1 Full-time permanent.....	93	93	93
11.3 Other than full-time permanent..	8	8	8
11.5 Other personnel compensation....	3	3	3
11.9 Total personnel compensation..	104	104	104
12.1 Personnel benefits: Civilian.....	11	11	11
21.0 Travel and transportation of persons.....	26	25	25
22.0 Transportation of things.....	13	10	10
23.3 Communications, utilities, and miscellaneous charges.....	9	10	10
24.0 Printing and reproduction.....	1	1	1
25.0 Other services.....	68	69	69
32.0 Lands and structures.....	476	170	170
99.0 Subtotal, allocation accounts.	708	400	400
99.9 Total obligations.....	55,974	55,777	51,160
Obligations are distributed as follows:			
Interior--Bureau of Land Management..	55,266	55,377	50,760
Transportation--Federal Highway Administration.....	708	400	400
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1116-0-1-302			
BUREAU OF LAND MANAGEMENT			
Total number of full-time permanent positions.....	855	858	849
Total compensable workyears:			
Full-time equivalent employment.....	995	998	988
Full-time equivalent of overtime and holiday hours.....	22	22	22
Average GS grade.....	9.20	9.20	9.20
Average GS salary.....	27,306	27,306	27,306
Average salary of ungraded positions....	27,792	27,792	27,792
ALLOCATION ACCOUNTS			
Total number of full-time permanent positions.....	4	4	4
Total compensable workyears: Full-time equivalent employment.....	4	4	4
Average GS grade.....	9.20	9.20	9.20
Average GS salary.....	27,306	27,306	27,306
Average salary of ungraded positions....	27,792	27,792	27,792
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
(P.L. 99-177 Sequestration)
Program and Financing (in thousands of dollars)

Identification code		85 19 actual	86 19 estimate	87 19 estimate
14-1116-6-1-302				
10.00	Total obligations.....	---	-2,398	---
40.00	Budget authority.....	---	-2,398	---
<u>Relation of obligations to outlays:</u>				
71.00	Obligations incurred, net.....	---	-2,398	---
72.40	Obligated balance, start of year.	---	---	-623
74.40	Obligated balance, end of year..	---	-623	---
90.00	Outlays.....	---	-1,775	-623
(Mono cast: 21.5)		(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

CTO : 1981 0 - 301-526 (6500)

Appropriation Summary Statement

Appropriation: Range Improvements

This appropriation is derived from grazing fees and certain mineral leasing receipts collected during the previous year. Fifty percent of the grazing fees from public lands and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, these funds are used for the construction of physical improvements and for implementation of practices or treatments to rehabilitate, protect, or improve the public rangelands.

Section 6(b) of the Public Rangelands Improvement Act (PRIA) of 1978 (43 U.S.C. 1905(b)) in part reads as follows: "The second sentence of Section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1) is hereby amended by adding the words 'or \$10,000,000 per annum, whichever is greater' after the words '50 per centum',..." This amendment provides that the Range Improvements appropriation will be 50 percent of the grazing receipts collected during the previous year or \$10,000,000, whichever is greater. The Bureau is proposing that this \$10,000,000 minimum level be eliminated for 1987.

PRIA also required the Forest Service and the Bureau of Land Management to prepare a study of the 7-year trial grazing fee formula and report the findings to Congress. The study has been completed in draft and is currently undergoing public review with the final report to be submitted in early 1986. It is assumed for the 1987 Budget that the grazing fee will continue at the current rate.

Appropriation Language Sheet

Range Improvements

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.), [but not less than \$10,000,000 (43 U.S.C. 1901),] and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended: Provided, That not to exceed \$600,000 shall be available for administrative expenses [: Provided further, That the dollar equivalent of value, in excess of the grazing fee established under law and paid to the United States Government, received by any permittee or lessee as compensation for an assignment of a grazing permit or lease, or any grazing privileges or rights thereunder, and in excess of the installation and maintenance cost of grazing improvements provided for by the permittee in the allotment management plan or amendments or otherwise approved by the Bureau of Land Management, shall be paid to the Bureau of Land Management and disposed of as provided for by section 401(b) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701): Provided further, That if the dollar value prescribed above is not paid to the Bureau of Land Management, the grazing permit or lease shall be canceled].

(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 1751, and 1901; Department of the Interior and Related Agencies Appropriations Act, 1986, as included in Public Law 99-190.)

Justification of Proposed Language Changes

Range Improvements

1. Deletion: ["but not less than \$10,000,000 (43 U.S.C. 1901),"]

For the last several years receipts from grazing fees have not exceeded the \$10,000,000 minimum established in the Public Rangelands Improvement Act (PRIA). The Bureau believes that the funds provided for rangeland improvements should be directly tied to the grazing fee so that the Federal Treasury does not have to supplement the program at a time when every effort is being made to control the Federal deficit.

2. Deletion: [":Provided further, That the dollar equivalent of value, in excess of the grazing fee established under law and paid to the United States Government, received by any permittee or lessee as compensation for an assignment of a grazing permit or lease, or any grazing privileges or rights thereunder, and in excess of the installation and maintenance cost of grazing improvements provided for by the permittee in the allotment management plan or amendments or otherwise approved by the Bureau of Land Management, shall be paid to the Bureau of Land Management and disposed of as provided for by section 401(b) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701): Provided further, That if the dollar value prescribed above is not paid to the Bureau of Land Management, the grazing permit or lease shall be canceled"].

As written, the language potentially constrains legitimate transfers of grazing permits, such as sales and leases of base property. The condition which reads "for an assignment or other conveyance," arguably goes beyond the intent of the language, which was specifically aimed at illegal subleasing arrangements whereby the permittee profits directly through receipt of higher fees than paid to the United States. Although this problem could be solved by changing the language, we propose that the language be deleted in its entirety in the 1987 appropriations bill for the following reasons.

Regulations defining and controlling illegal subleasing of grazing permits were placed in effect in August 1985. These regulations provide penalties against violators by requiring the payment to the U.S. of those profits made through illegal subleasing arrangements, as provided for in the appropriations language. However, the regulations also include penalties under other authorities which call for trespass action against unauthorized third parties, and cancellation or reduction of grazing privileges for permittees who engage in illegal subleasing. Therefore, deletion of the language would only affect the penalty calling for payment of illegal subleasing profits to the U.S. This provision will be extremely difficult and cumbersome to enforce since there has been no prior history to establish legal and administrative procedures through which these profits can be determined and recovered. The remaining penalties (i.e., trespass, cancellation, reduction) are well-established procedures and will have the effect of deterring both the permittee and any third party from entering into illegal subleasing arrangements.

Appropriation Language Citations

Range Improvements

Appropriation language and citations:

1. "For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701),"

43 U.S.C. 1751

43 U.S.C. 1751 provides for moneys received by the United States as fees for grazing domestic livestock on public lands to be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

2. "Notwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.),"

43 U.S.C. 1751

43 U.S.C. 1751 provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on public lands under the Taylor Grazing Act (48 Stat. 1269; 43 U.S.C. 315, et seq.) and the Act of August 28, 1937 (50 Stat. 874; 43 U.S.C. 1181(d) and on lands in National Forests in the 11 contiguous Western States shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements.

3. "but not less than \$10,000,000 (43 U.S.C. 1901),"

43 U.S.C. 1901, 1905(b)

43 U.S.C. 1905(b) amends section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1)) by adding the words "or \$10,000,000 per annum, whichever is greater" after the words "50 per centum."

4. "and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,"

7 U.S.C. 1010

E.O. 10046; 10175; 10234; 10322; 10787;
10890,

30 U.S.C. 355

7 U.S.C. 1010 authorizes and directs the Secretary of Agriculture to develop a program of land conservation and land utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, reforestation, preservation of natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing

impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the public lands, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that the jurisdiction of the Secretary of Agriculture under the provision of section 32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands (August 7, 1947) shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intention being that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

5. "to remain available until expended: Provided, That not to exceed \$600,000 shall be available for administrative expenses."

P.L. 99-190

P.L. 99-190, the FY 1986 Appropriations Act for the Department of the Interior and Related Agencies, provides that the appropriation shall remain available until expended and that a maximum of \$600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation.

Summary of Requirements

(Dollar Amounts in thousands)	
Appropriation: Range Improvements	FTE-T
Amount	FTE-T
Amount	
Appropriation currently available, 1986	119
P.L. 99-177 Budget Authority Cancellation	-430
Adjusted Appropriation, 1986	119
Adjustments to Base:	
Adjustment for 1986 impact of P.L. 99-177.....	+430
Total Adjustments to Base	+430
1987 Base Budget	119
Program Changes (Changes to Base budget, detailed below)	-5
Total Requirements (1987 Estimate)	114

Comparison by activity	1985 Actual		1986 Enacted to Date		PL 99-177 Reduction	1986 Adjusted Appropriation		1987 Base		1987 Estimate		Inc (+) / Dec (-) from 1986 Appropriation		Inc (+) / Dec (-) from 1987 Base	
	FTE-T	Amount	FTE-T	Amount		FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Improvements to Public Lands	98	8,000	103	8,000	-344	7,656	103	8,000	98	6,956	-5	-1,044	-5	-1,044	
Farm Tenant Act Lands	16	1,400	16	1,400	-60	1,340	16	1,400	16	950	0	-450	0	-450	
Administrative Expenses	0	600	0	600	-26	574	0	600	0	600	0	0	0	0	
Total Requirements	114	10,000	119	10,000	-430	9,570	119	10,000	114	8,506	-5	-1,494	-5	-1,494	

Justification of Base Adjustments

Range Improvements

	<u>FTE</u>	<u>Amount</u> <u>(\$000)</u>
<u>Adjustment for FY 1986 P.L. 99-177 B.A. Cancellations</u>	---	+430

The Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177) requires a 4.3 percent reduction in non-exempt programs in FY 1986. Since the 4.3 percent reduction applies to FY 1986 only, this adjustment is made to allow a more comparable basis for showing program changes from FY 1986 to FY 1987.

Justification of Program and Performance

Appropriation: Range Improvements

(Dollar amounts in thousands)

Activity <u>1/</u>		<u>1986 Enacted To Date</u>	<u>1986 Adjusted Approp.</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Improvements to Public Lands	\$ (FTE-T)	8,000 (103)	7,656	8,000 (103)	6,956 (98)	-1,044 (-5)
Farm Tenant Act (LU) Lands	\$ (FTE-T)	1,400 (16)	1,340	1,400 (16)	950 (16)	-450 (---)
Administrative Expenses	\$ (FTE-T)	600 (---)	574 (---)	600 (---)	600 (---)	--- (---)
Total Requirements	\$ (FTE-T)	10,000 (119)	9,570	10,000 (119)	8,506 (114)	-1,497 (-5)

Impact of Public Law 99-177

	<u>1986 Enacted To Date</u>	<u>P.L. 99-177 B.A. Cancellation</u>	<u>1986 Adjusted Approp.</u>
Range Improvements	10,000	-430	9,570

The impact of the \$430,000 B.A. cancellation from P.L. 99-177 will be to decrease 15 structural development projects and 4,000 acres of vegetative treatment directly associated with the reduced activity plan level in grazing management in MLR. The work is generally performed by contractual services.

Authorization

43 U.S.C. 1751
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976 provides that 50 percent of grazing fees are appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs.

1/ Except for the status of the lands involved, there is no difference in the program and performance conducted under each activity. Therefore, the entire appropriation is covered with a single narrative justification.

Use of the appropriation is limited to on-the-ground rehabilitation, protection, and improvement of grazing lands. The policy is to fund project survey, design, and construction from this appropriation. Maintenance, environmental analysis, removal of excess wild horses and burros, and administrative activities such as issuing improvement permits are funded in the grazing management or other appropriate program elements in the "Management of Lands and Resources" appropriation.

30 U.S.C. 355

The Mineral Leasing Act for Acquired Lands of 1947 provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.

43 U.S.C. 1901, 1905
P.L. 95-514

The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands and provides for an appropriation of \$10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.

7 U.S.C. 1010, 1012-
1013A
P.L. 75-210

The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

Objective

The objective of the Range Improvements appropriation is to improve public rangeland productivity for resultant benefits to livestock, wildlife, and watershed protection, through the following activities:

- o Construction and development of improvements specifically called for in existing activity plans for protection or improvement of rangeland conditions;
- o Initiating on-the-ground improvements called for in new activity plans; and
- o Construction and development of range improvement projects to prevent resource damage or relieve conflicts in resource use.

Base program

Base funding for Range Improvements is \$10,000,000 and 119 FTE. Range improvements such as fences, water developments, seedings, weed control and vegetation treatment contribute to effective range management and are being

used successfully to improve the soil, water and vegetative condition of the Nation's rangelands.

FLPMA directs that one-half of the Range Improvements appropriation must be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. Current policy provides that all of the appropriation will be distributed for use in the districts from which the fees were collected in the same proportion as collections received.

These funds are used exclusively for on-the-ground improvements and directly related project costs. This allows for the maximum amount of improvement work to be accomplished with available funds. Most of the work is accomplished through contracts with some being done in-house where capability exists and factors such as cost effectiveness and expediency are favorable.

Land-use planning, including activity plans, provides the basis for determining needed improvements. These plans are subsequently analyzed to determine the costs and benefits of improvements and determine appropriate schedules for construction/development. After the preliminary work is accomplished using other activity funding, Range Improvements funds are then directed to the projects necessary for implementation.

Rangeland users are encouraged to participate in rangeland improvement by contributing funds or directly funding improvements identified through coordinated and cooperative management. Under current policy, the Range Improvements appropriation is not used for maintenance. The individual, group, or association deriving the primary benefit(s) from a structural improvement is responsible for maintaining that improvement. Thus, livestock operators are responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, is funded from the grazing management program in the "Management of Lands and Resources" appropriation. This policy allows for a greater proportion of the Range Improvements appropriation to be used for on-the-ground improvements that have proven successful in increasing the productivity of the rangelands.

The noxious weed control program is a cooperative effort between BLM, State and local agencies. The control of noxious weeds at 132 sites on public lands is another aspect of this program.

Decrease from 1987 Base

(dollars in thousands)

		<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Difference</u>
Improvements to Public Lands	\$ (FTE)	8,000 (103)	6,956 (98)	-1,044 (-5)
Farm Tenant Act Lands	\$ (FTE)	1,400 (16)	950 (16)	-450 (---)
Administrative Expenses	\$ (FTE)	600 (---)	600 (---)	--- (---)
Total	\$ (FTE)	10,000 (119)	8,506 (114)	-1,497 (-5)

The decrease of \$1,497,000 and 5 FTE is the result of sharing 50 percent of anticipated receipts without providing supplemental funding to reach the 1987 base level of \$10 million. The 1987 Estimate for grazing management in the MLR appropriation reflects a decrease in activity plan preparation. This decreases the immediate need for improvement work that would be associated with these plans; thus, range improvement projects can be decreased. Additionally, weed control efforts have been deferred pending completion of the environmental impact statement on certain aspects of this program. It is anticipated that this will result in no treatment on 5 of the 132 sites this year.

The following table displays the actual workload accomplishments for 1985 and estimates for 1986 and 1987.

<u>Workload Measure</u>	<u>FY 1985 Actual</u>	<u>FY 1986 Estimate</u>	<u>FY 1987 Base</u>	<u>FY 1987 Estimate</u>	<u>Inc. (+) or Dec. (-) from Base</u>
Structural developments (#)	1,460	1,350	1,350	1,300	-50
Land/vegetative treatment (acres)	85,765	130,000	130,000	120,000	-10,000
Weed control projects (#)	47	112	132	127	-5

Distribution of change by object class

The object class detail for the \$1,497,000 decrease is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	5	\$ 136,500
Personnel benefits		21,800
Travel and transportation of persons		25,000
Transportation of things		75,000
Other services		250,000
Supplies and materials		250,000
Lands and structures		<u>738,700</u>
Total		\$1,497,000

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: <u>Range Improvements</u>	<u>1987 Base</u>		<u>1987 Estimate</u>		Inc. (+) or Dec. (-)	
	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>
<u>Object Class</u>						
11. Personnel Compensation:						
11.1 Full-time permanent	113	3,086	108	2,950	-5	-136
11.3 Other than full-time permanent	6	164	6	164	---	---
11.5 Other personnel compensation	---	100	---	100	---	---
Total personnel compensation	119	3,350	114	3,214	-5	-136
<u>Other Objects</u>						
12.1 Personnel benefits		536		514		-22
21.0 Travel and transportation of persons		150		125		-25
22.0 Transportation of things		700		625		-75
23.3 Communications, utilities, and miscellaneous charges		15		15		---
25.0 Other services		1,331		1,081		-250
26.0 Supplies and materials		1,800		1,550		-250
31.0 Equipment		55		55		---
32.0 Lands and structures		2,063		1,324		-739
Total requirements		<u>10,000</u>		<u>8,503</u>		<u>-1,497</u>

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS

Amounts Available for Appropriation (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
Unappropriated balance, start of year...	5,987	5,940	5,383
Collections (including offsetting receipts).....	16,640	17,013	17,012
Transferred to general fund receipts...	-5,150	-6,110	-5,299
Transferred to payments to States from grazing receipts, etc., public lands outside grazing districts.....	-1,024	-1,000	-1,024
Transferred to payments to States from grazing receipts, etc., public lands within grazing districts.....	-1,550	-1,520	-1,558
Transferred to payments to counties from grazing and mineral leasing receipts from National Grasslands.....	-500	-620	-625
Total available for appropriation.....	14,403	13,703	13,889
Appropriation.....	-8,463	-8,320	-8,506
Unappropriated balance, end of year.....	5,940	5,383	5,383

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5132-0-2-302			
<u>Program by activities:</u>			
00.01 Improvements to public lands.....	7,559	8,000	6,956
00.02 Farm tenant act lands.....	1,035	1,400	950
00.03 Administrative expenses.....	600	600	600
10.00 Total obligations.....	9,194	10,000	8,506
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-1,816	-2,622	-2,622
24.40 Unobligated balance available, end of year.....	2,622	2,622	2,622
39.00 Budget authority.....	10,000	10,000	8,506
<u>Budget authority:</u>			
40.00 Appropriation (indefinite, special fund).....	8,463	8,320	8,506
40.00 Appropriation (definite general fund).....	1,537	1,680	---
43.00 Appropriation (adjusted)....	10,000	10,000	8,506
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	9,194	10,000	8,506
72.40 Obligated balance, start of year	3,683	2,605	2,605
74.40 Obligated balance, end of year..	-2,605	-2,605	-2,605
90.00 Outlays.....	10,273	10,000	8,506
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		(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS

Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5132-0-2-302			
Personnel compensation:			
11.1 Full-time permanent.....	2,531	2,635	2,530
11.3 Other than full-time permanent.	320	337	320
11.5 Other personnel compensation...	81	80	80
11.8 Special personal services payments	2	---	---
11.9 Total personnel compensation.	2,934	3,052	2,930
12.1 Personnel benefits: Civilian....	366	380	365
21.0 Travel and transportation of persons.....	124	125	125
22.0 Transportation of things.....	642	660	660
23.3 Communications, utilities, and miscellaneous charges.....	14	15	15
24.0 Printing and reproduction.....	1	1	1
25.0 Other services.....	1,172	1,250	1,100
26.0 Supplies and materials.....	1,810	2,000	1,600
31.0 Equipment.....	55	100	100
32.0 Lands and structures.....	2,076	2,417	1,610
99.9 Total obligations.....	9,194	10,000	8,506

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Personnel Summary

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5132-0-2-302			
Total number of full-time permanent positions.....	95	99	95
Total compensable workyears:			
Full-time equivalent employment.....	114	119	114
Full-time equivalent of overtime and holiday hours.....	3	3	3
Average GS grade.....	9.20	9.20	9.20
Average GS salary.....	27,306	27,306	26,306
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS

(P.L. 99-177 Sequestration)

Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5132-6-2-302			
10.00 Total obligations.....	---	-430	---
40.00 Budget authority.....	---	-430	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	-430	---
72.40 Obligated balance, start of year	---	---	-167
74.40 Obligated balance, end of year...	---	167	---
90.00 Outlays.....	---	-263	-167
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SPECIAL ACQUISITION
OF LANDS & MINERALS

Appropriation Summary Statement

Appropriation: Special Acquisition of Lands and Minerals

This appropriation was established to account for the issuance and use of monetary credits or bidding rights authorized by Congress for acquisition of non-Federal interests in the Rattlesnake National Recreation Area (NRA) and Wilderness Area, and for other transactions involving monetary credits specifically authorized and directed by an Act of Congress.

The major activity covered by this account is:

Rattlesnake NRA and Wilderness Area. Represents the monetary value of bidding rights accrued from interest adjustments to the initial bidding rights issued under the authority of P.L. 96-466 as amended by section 7 of the Lee Metcalf Wilderness and Management Act of 1983. The bidding rights may be used as monetary credits against that portion of bonus payments, rentals or royalty payments paid under the Mineral Leasing Act of 1920 as amended, into the Treasury of the U.S. and retained by the Federal Government on any Federal coal lease won or otherwise held by the holder. The value of unused bidding rights increases at a rate set quarterly by the Secretary of the Treasury, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). This is permanent authority not requiring current congressional action.

Appropriation Language Sheet

Special Acquisition of Lands and Minerals

(Department of the Interior and Related Agencies
Appropriations Act, 1986, as included in Public
Law 99-190.)

Justification of Program and Performance

Activity: Rattlesnake NRA and Wilderness Area

(Dollar amounts in thousands)

	1986 Enacted to Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
(Permanent Authority to Borrow) (FTE-T)	\$ 1,300 (---)	1,300	1,300 (---)	1,300 (---)	--- (---)

Impact of Public Law 99-177

	1986 Enacted to Date	P.L. 99-177 Reduction	1986 Adjusted Approp.
Rattlesnake NRA and Wilderness Area	1,300	---	1,300

The 1986 amount is only interest accrued to unexercised bidding rights issued in 1983. It represents permanent authority to borrow and is not affected by P.L. 99-177.

Authorization

P.L. 97-476
16 U.S.C. 460
11-3

The Rattlesnake Recreation Area and Wilderness Act of 1980. Section 4 of the Act authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.

P.L. 98-140
16 U.S.C. 460
11-3

Section 7 of the Lee Metcalf Wilderness and Management Act of 1983 amended P.L. 96-476 to provide that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of section 35 of the Mineral Leasing Act of 1920, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.

Objective

The objective of this program is to account for the monetary equivalent of bidding rights issued and adjustments to the value of such rights for the Rattlesnake National Recreation Area (NRA) and Wilderness Area in Montana.

FY 1987 program

On November 19, 1983, pursuant to the statutory authority cited above, BLM issued bidding rights equal to \$14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness Area in the State of Montana.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits of no more than 50 percent of that portion of bonus payments, rentals, or royalty payments paid under the Mineral Lands Leasing Act of 1920, as amended (31 U.S.C. 191), into the Treasury of the United States and retained by the Federal Government on any Federal coal lease won or otherwise held by the Montana Power Company, its successors and assigns, with the balance to be paid in cash. The cash is to be applied to the State's 50 percent share of these payments.

To exercise these bidding rights, the certificate holder shall notify the appropriate office of the Minerals Management Service (MMS) or the appropriate State Office of the Bureau of Land Management, by submitting a Bidding Rights Use Notice.

The value of bidding rights will increase at a rate set quarterly by the Secretary of the Treasury and published in the Federal Register, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). Interest will be compounded quarterly and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter.

All rights granted shall continue until fully used, or if not fully used, no later than November 1, 1995, unless the eligibility period is extended. The eligibility period may be extended for the period of time that force majeure has prevented the use of these rights.

Bidding rights may be assigned to any entity in minimum amounts of \$100,000.

The 1987 amount represents only additional adjustments to unexercised bidding rights at current Treasury rates. It is permanent authority to borrow, requiring no current congressional action.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SPECIAL ACQUISITION OF LANDS AND MINERALS
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1117-0-1-302			
<u>Program by activities:</u>			
00.01 Rattlesnake NRA and Wilderness Area.....	4,195	1,300	1,300
00.02 Cranberry Wilderness Area.....	14,700	---	---
10.00 Total obligations	18,896	1,300	1,300
<u>Financing:</u>			
21.47 Unobligated balance available, start of year.....	-1,154	---	---
39.00 Budget authority.....	17,742	1,300	1,300
<u>Budget authority:</u>			
40.00 Appropriation.....	14,700	---	---
67.10 Authority to borrow (Public Law 96-476, as amended).....	3,042	1,300	1,300
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	18,896	1,300	1,300
90.00 Outlays.....	18,896	1,300	1,300
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SPECIAL ACQUISITION OF LANDS AND MINERALS
Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-1117-0-1-302			
32.0 Lands and structures.....	14,700	---	---
43.0 Interest and dividends.....	4,195	1,300	1,300
99.9 Total obligations.....	18,896	1,300	1,300

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RECREATION DEV. & OPER.
OF REC. FACILITIES

Appropriation Summary Statement

Appropriation: Recreation Development and Operation of Recreation Facilities

Recreation user fees collected by the Bureau of Land Management (BLM) are presently deposited in the Land and Water Conservation Fund. The estimated amount of fees collected in 1987 is \$1,000,000.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES
Program and Financing (in thousands of dollars)

Identification code	85 19 actual	86 19 estimate	87 19 estimate
14-5011-0-2-302			
<u>Program by activities:</u>			
10.00 Total obligations (object class 25.0)	1	---	---
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-20	-19	-19
24.40 Unobligated balance available, end of year.....	19	19	19
39.00 Budget authority.....	---	---	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	1	---	---
90.00 Outlays.....	1	---	---
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

SERVICE CHARGES,
DEPOSITS, & FORFEITURES

Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures

This appropriation finances BLM's costs of performing specific applicant-initiated actions from deposits or service charges collected from the applicant and making these funds available for use by BLM. The account, as established pursuant to the Federal Land Policy and Management Act (FLPMA) of 1976, provides some management flexibility in responding to externally-initiated applications and ensures the immediate availability of funds for public-demand work such as rights-of-way processing. This flexibility and fund availability is particularly important given the unpredictability of the timing and location of rights-of-way applications, which make up a major program in this appropriation.

Funds are expected to be deposited for processing applications and monitoring construction and operations for about 75 major rights-of-way projects including the Trans-Alaska pipeline, other oil and gas pipelines, electric and other transmission lines, power plants, and water delivery systems. Processing costs of small rights-of-way (R/W) projects estimated to cost less than \$5,000 to process are provided to this appropriation through a fee schedule.

In addition to rights-of-way processing, this appropriation also finances certain costs for miscellaneous cost recoverable realty cases, repair of damaged lands, and BLM's Adopt-a-Horse Program.

Appropriation Language Sheet

Service Charges, Deposits, and Forfeitures

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended.

(43 U.S.C. 1719, 1734, 1735, and 1764; 30 U.S.C. 185; 87 Stat. 584; Department of the Interior and Related Agencies Appropriations Act, 1986, as included in Public Law 99-190).

Appropriation Language Citations

Bureau of Land Management

Appropriation: Service Charges, Deposits, and Forfeitures

1. "For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended."

43 U.S.C. 1719(c)

43 U.S.C. 1734(a)

43 U.S.C. 1734(b)

43 U.S.C. 1735(a)

43 U.S.C. 1764(g)

and

P.L. 93-153 Sec. 101

P.L. 93-153 Sec. 203

43 U.S.C. 1719(c) (FLPMA Section 209(b)) provides for conveyance of mineral interests upon payment of administrative costs and that the "moneys paid . . . for Administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands"

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys . . . shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "...any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended...."

43 U.S.C. 1764(g) (FLPMA Section 504(g)) provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way and in inspection and monitoring of construction, operation, and termination of the facility pursuant to the right-of-way.

43 U.S.C. 1737 (FLPMA Section 307(c)) provides that "the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public lands, including the acquisition of rights-of-way for such purposes Moneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct, for payment of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost."

Summary of Requirements

(Dollar amounts in thousands)

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)	FTE-T	Amount	FTE-T	Amount
Appropriation currently available, 1986	57	4,247		
P.L. 99-177 Budget Authority Cancellation			---	1/
Adjusted Appropriation, 1986	57	4,247		
Adjustments to Base:				
Adjustment for 1986 impact of P.L. 99-177				---
Total, Adjustments to Base				
1987 Base Budget	57	4,247		
Program Changes (Changes to Base budget, detailed below)	---	+948		
Total Requirements (1987 Estimate)	57	5,195		

Comparison by activity	1985 Actual FTE-T Amount	1986 Enacted to Date FTE-T Amount	PL 99-177 Reduction	1986 Adjusted Appropriation	1987 Base FTE-T Amount	1987 Estimate FTE-T Amount	2/ 1987 Estimate Amount	Inc(+)/Dec(-) from 1986		Inc(+)/Dec(-) from 1987 Base FTE-T Amount
								Appropriation FTE-T Amount	Adjusted Approp.	
Rights-of-Way Processing	39	2,488	---	1,690	39	1,690	39	2,695	+1,005	---
Adopt-a-Horse Program	---	677	---	865	---	865	---	500	-365	---
Repair of Damaged Lands	10	1,715	---	1,342	10	1,342	10	1,650	+308	---
Cost Recoverable Realty Cases	8	350	---	350	8	350	8	350	---	---
Total Requirements ..	57	5,230	---	4,247	57	4,247	57	5,195	+948	+948

- 1/ In addition to permanent cancellation of budget authority in some appropriations, P.L. 99-177 sequesters \$127,000 of spending authority in this special account.
- 2/ Budget authority for this account is an indefinite appropriation; the estimate of the appropriation is based on anticipated receipts from deposits, forfeitures, cost reimbursements, and performance bonds.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Rights-of-Way Processing

(Dollar amounts in thousands)

	<u>1986 Enacted To Date</u>	<u>1986 Adjusted Approp.</u>	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
\$ (FTE-T)	1,690 (39)	1,690	1,690 (39)	2,695 (39)	+1,005 (---)

Impact of Public Law 99-177

	<u>1986 Enacted To Date</u>	<u>PL 99-177 B.A. Cancellation</u>	<u>1986 Adjusted Approp.</u>
Rights-of-Way Processing	1,690	---	1,690

P.L. 99-177 does not cancel budget authority for activities in this appropriation. However, the law does provide for a cancellation of \$51,000 in spending authority for rights-of-way processing. Because funding for this appropriation is a direct result of payments by the public for services provided, the impact of this cancellation will be that additional costs will be borne by the rights-of-way program of the Management of Lands and Resources (MLR) appropriation resulting in a further reduction of capability in that program to complete planned units of accomplishment.

Authorization

43 U.S.C. 1734, 1764 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> authorizes collection of service charges and deposits to finance the costs of certain right-of-way application and permitting activities.
30 U.S.C. 18 P.L. 93-153	The <u>Trans-Alaska Pipeline Act of 1973</u> (Section 101) amended the Mineral Leasing Act of 1920 to authorize rights-of-ways for oil, gas, and other fuels. It further authorized the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.
15 U.S.C. 719 P.L. 92-195	The <u>Alaska Natural Gas Transportation Act of 1976</u> authorizes the granting of certificates, rights-of-way permits, and leases.

42 U.S.C. 4321
(4331-4335,
4341-4347)
P.L. 91-190

The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of this activity are as follows:

- o Facilitate production and transportation of domestic energy resources; and
- o Expedite the granting of all rights-of-way (R/W's) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable R/W's over public lands (as authorized by the Federal Land Policy and Management Act of 1976 and the 1973 amendment to the Mineral Leasing Act of 1920).

Base program

The Bureau's total rights-of-way program effort is funded through a combination of applicant deposits made to this indefinite appropriation and the directly appropriated funds in the Management of Lands and Resources (MLR) appropriation. A more complete description of the relationships between these funding sources and the total R/W program is given in the realty operations subactivity portion of the MLR account.

The 1987 Base funding level for reimbursable rights-of-way processing is \$1,690,000 and 39 FTE.

Financing is obtained from deposits of funds made in advance of Bureau work by applicants and grant holders. Only those costs incurred as a direct result of the filing of an application or the issuance of a R/W grant and which facilitate processing, monitoring or termination of such are charged against the individual project.

Increase from 1987 Base

	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Difference</u>
\$	1,690	2,695	+1,005
(FTE)	(39)	(39)	(---)

The projected increase from the 1987 Base is a reflection of anticipated increases in receipts. This revised estimate is derived from more recent collection experience, an anticipated increase in both the number of and average cost for large R/W cases, and the expectation that new cost recovery regulations will be in place for cases processed under both MLA and FLPMA.

The new regulations establish a fee schedule which more completely covers the reimbursement of full costs for minor or smaller types of R/W's applied for under both FLPMA and MLA authority, and outline more precisely the effects on cost reimbursement funding of the reasonableness criteria stated in FLPMA.

Implementation of these changes will permit a larger portion of the processing costs of R/W cases to be funded through the "Service Charges, Deposits, and Forfeitures" appropriation. In 1987, Bureau work effort on approximately 3,075 cases will be funded either fully or partially by reimbursement from the applicant. These remaining cases are those which are not cost reimbursable by statutory provision; and these are funded fully through the MLR appropriation. Only a portion of processing costs for the FLPMA cases will be recoverable under the new regulations due to the reasonableness criteria contained in FLPMA. The non-recoverable portion of BLM's processing costs will also be funded by the MLR appropriation.

Distribution of change by object class

The object class detail for the proposed increase of \$1,005,000 is as follows:

Travel and transportation of persons	\$ 50,000
Transportation of things	100,000
Communications, utilities and miscellaneous charges	10,000
Printing and reproduction	10,000
Other services	<u>835,000</u>
Total	\$1,005,000

Justification of Program and Performance

Appropriation:	Service Charges, Deposits and Forfeitures
Activity:	Adopt-a-Horse Program

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	865	865	865	500	-365
(FTE-T)	(---)		(---)	(---)	(---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Adopt-a-Horse Program	865	---	865

P.L. 99-177 does not cancel budget authority for activities in this appropriation. However, the law does provide for a cancellation of \$26,000 in spending authority for the adopt-a-horse program. Because funding for this appropriation is a direct result of payments by the public for services provided, the impact of a reduction of \$26,000 will be that additional costs will be borne by the wild horse and burro program of the MLR appropriation resulting in decreased capability to accomplish planned units of work.

Authorization

43 U.S.C. 1732, 1734 P.L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes collection of service charges to finance the costs of certain applicant activities.
16 U.S.C. 1331-1340 P.L. 92-195	The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Rangelands Improvement Act (PRIA) of 1978, P.L. 95-514, authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the government.
43 U.S.C. 1901 et seq. P.L. 95-514	The Public Rangelands Improvement Act (PRIA) of 1978 establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

Objectives

The objectives of the Adopt-a-Horse Program are to:

- o Provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements; and
- o Recover a part of the associated veterinary, transportation, and animal maintenance costs from persons adopting the animals.

Base program

The 1987 Base funding level for the Adopt-a-Horse program is \$865,000.

BLM charges standard fees for the adoption of wild horses and burros to partially offset costs of operating the adoption program. These fees are deposited into this account, are immediately appropriated, and become available for use by BLM to conduct the program.

Standard adoption fees paid to BLM by adopters of wild horses and burros are set at \$125 per horse and \$75 per burro. The use of these funds will partially offset BLM's costs to: transport the excess animals from the capture site to a facility where they are prepared for adoption; provide necessary veterinary treatment and vaccinations; feed and handle the animals prior to adoption; process adoption applications; screen the qualifications of potential adopters; and contract for the operation of fixed and temporary adoption centers by private contractors.

It is anticipated that approximately 9,350 animals will be adopted in 1986 and 13,500 in 1987.

Decrease from 1987 Base

(dollars in thousands)

	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Difference</u>
\$	865	500	-365
(FTE)	(---)	(---)	(---)

The projected decrease from the 1987 Base reflects an anticipated decrease in receipts. Emergency rulemaking published in May 1984 authorized the BLM Director to waive or adjust the current adoption fee for animals not considered adoptable under the existing fees. This rule was successful in promoting the adoption of over 2,900 such animals in 1985 with a slightly higher number anticipated in 1986. However, the proportion of these types of animals is expected to significantly increase each year. This will result in increased use of the fee waiver option to meet adoption goals. This is the primary reason for the receipt reduction of \$365,000 projected for 1987.

Distribution of change by object class

The object class detail for the proposed decrease of \$365,000 is as follows:

	<u>Amount</u>
Transportation of things	\$100,000
Other services	<u>265,000</u>
Total	\$365,000

Justification of Program and Performance

Appropriation:	Service Charges, Deposits and Forfeitures
Activity:	Repair of Damaged Lands

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$ (FTE-T)	1,342 (10)	1,342	1,342 (10)	1,650 (10)	+308 (---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Repair of Damaged Lands	1,342	---	1,342

P.L. 99-177 does not cancel budget authority for activities in this appropriation. However, the law provides for a cancellation of \$40,000 in spending authority for the repair of damaged lands activity. The nature of this indefinite appropriation will make it necessary, as a result of this cancellation, to defer work on repair of damaged lands which is financed through deposits and forfeitures of performance bonds from commercial users of the public lands.

Authorization

43 U.S.C. 1735 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> , (Section 305) authorizes collection for damages, forfeiture of performance bonds, and receipts of deposits to finance the costs of certain land restoration activities.
42 U.S.C. 4321 (4331-4335, 4341-4347) P.L. 91-190	The <u>National Environmental Policy Act of 1969</u> requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of this activity are to:

- o Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted; and
- o Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass).

Base program

FLPMA authorizes the collection of deposits and requires the posting of performance bonds in certain circumstances from resource developers, purchasers, or permittees. It further authorizes the use of those funds to perform rehabilitation made necessary by actions of those users. The base estimated to become available in 1987 for repair of damaged lands and facilities is \$1,342,000 and 10 FTE.

Increase from the 1987 Base

(dollars in thousands)

	<u>1987 Base</u>	<u>1987 Estimate</u>	<u>Difference</u>
\$	1,342	1,650	+308
(FTE)	(10)	(10)	(---)

The projected increase from the 1987 Base reflects an anticipated higher level of receipts. This projection is based on recent collection experience and the increased emphasis on abatement of unauthorized use and land damage caused by users.

Distribution of change by object class

The object class detail for the proposed \$308,000 increase is as follows:

	<u>Amount</u>
Lands and structures	\$308,000

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Cost Recoverable Realty Cases

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc. (+) Dec. (-) from Base
\$	350	350	350	350	--
(FTE-T)	(8)		(8)	(8)	(---)

Impact of Public Law 99-177

	1986 Enacted To Date	PL 99-177 B.A. Cancellation	1986 Adjusted Approp.
Cost Recoverable Realty Cases	350	---	350

P.L. 99-177 does not cancel budget authority for activities in this appropriation. However, the law does provide for a cancellation of \$10,000 in spending authority for cost recoverable realty cases. The nature of this indefinite appropriation will make it necessary, as a result of this cancellation, to cover additional work through funding provided to related program elements in the Management of Lands and Resources (MLR) appropriation and will further decrease the capability of those programs to complete planned units of accomplishment.

Authorization

43 U.S.C. 1719, 1732,
1745, 1746,
P.L. 94-579

The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and permitting deposits to finance the costs of certain application processing activities.

Objective

The objective of this program is to process certain types of realty cases on a cost recoverable basis from the applicants, as authorized by FLPMA.

FY 1987 program

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions which desire these services deposit money with the Bureau in advance for performance of the specified work. These services are as follows:

Expenses, Conveyance of Federally-Owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under Section 209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program, to determine whether and what kind of mineral deposits are under the land, evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed, and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under Section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the riparian specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Correction of Conveyance Documents. Funds received from applicants for correction of conveyance documents under Section 316 of FLPMA are used to cover the administrative costs of determining whether an error exists and the costs involved in issuing the corrected patent or conveyance documents.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under Section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application, monitoring construction, operation, and maintenance of authorized facilities, and monitoring rehabilitation and restoration of the lands.

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Service Charges, Deposits and Forfeitures

<u>Object Class</u>	<u>1987 Base</u>		<u>1987 Estimate</u>		<u>Inc. (+) or Dec. (-)</u>	
	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>
11. Personnel Compensation:						
11.1 Full-time Permanent	48	1,820	48	1,820	---	---
11.3 Other than full-time permanent	9	185	9	185	---	---
11.5 Other personnel compensation	---	215	---	215	---	---
11.9 Total personnel compensation	57	2,220	57	2,220	---	---
<u>Other Objects</u>						
12.1 Personnel benefits		310		310		---
21.0 Travel and transportation of persons		50		100		+50
22.0 Transportation of things		120		120		---
23.2 Rental payments to others		5		5		---
23.3 Communications, utilities and miscellaneous charges		15		25		+10
24.0 Printing and reproduction		40		50		+10
25.0 Other services		647		500		-147
26.0 Supplies and materials		35		35		---
31.0 Equipment		5		5		---
32.0 Lands and structures		800		1,825		+1,025
Total requirements		4,247		5,195		+948
		=====		=====		=====

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5017-0-2-302			
<u>Program by activities:</u>			
00.01 Rights-of-way processing.....	1,659	1,690	2,695
00.02 Adopt-a-horse program.....	551	865	500
00.03 Repair of lands and facilities..	1,003	1,342	1,650
00.04 Cost recoverable realty cases...	187	350	350
10.00 Total obligations.....	3,400	4,247	5,195
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-3,993	-5,823	-5,823
24.40 Unobligated balance available, end of year.....	5,823	5,823	5,823
40.00 Budget authority (appropriation) (indefinite, special fund)...	5,230	4,247	5,195
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	3,400	4,247	5,195
72.40 Obligated balance, start of year.	909	905	905
74.40 Obligated balance, end of year..	-905	-905	-905
90.00 Outlays.....	3,404	4,247	5,195

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5017-0-2-302			
Personnel compensation:			
11.1 Full-time permanent.....	1,819	1,820	1,820
11.3 Other than full-time permanent..	185	185	185
11.5 Other personnel compensation....	214	215	215
11.9 Total personnel compensation..	2,218	2,220	2,220
12.1 Personnel benefits: Civilian.....	308	310	310
21.0 Travel and transportation of persons.....	89	100	100
22.0 Transportation of things.....	106	120	120
23.2 Rental payments to others.....	2	5	5
23.3 Communications, utilities, and miscellaneous charges.....	16	25	25
24.0 Printing and reproduction.....	45	50	50
25.0 Other services.....	625	500	500
26.0 Supplies and materials.....	34	35	35
31.0 Equipment.....	3	5	5
32.0 Lands and structures.....	-46	877	1,825
99.9 Total obligations.....	3,400	4,247	5,195

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5017-0-2-302			
Total number of full-time permanent positions.....	49	49	49
Total compensable workyears:			
Full-time equivalent employment.....	57	57	57
Full-time equivalent of overtime and holiday hours.....	7	7	7
Average GS grade.....	9.20	9.20	9.20
Average GS salary.....	27,306	27,306	27,306
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

BLM-361

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
(P.L. 99-177 Sequestration)
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5017-6-2-302			
10.00 Total obligations.....	---	-174	---
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	---	---	-174
24.40 Unobligated balance available, end of year.....	---	174	174
40.00 Budget authority.....	---	---	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	-174	---
72.40 Obligated balance, start of year.	---	---	-47
74.40 Obligated balance, end of year...	---	47	---
90.00 Outlays.....	---	-127	-47
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

OPER. & MAINT.
OF QUARTERS

Appropriation Summary Statement

Appropriation: Operation and Maintenance of Quarters (Permanent)

This permanent appropriation provides for the maintenance of quarters used by Bureau employees in areas where other housing alternatives are unavailable. Expenses are financed by collections received in the form of quarters rental payments. This account was established in 1986 under provisions of the 1985 Interior Appropriations Act.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5048-0-2-302			
Program by activities:			
00.01 Direct program (object class 25)	---	90	---
00.91 Total direct program.....	---	90	---
01.01 Reimbursable program.....	---	250	250
10.00 Total obligations.....	---	340	250
Financing:			
14.00 Offsetting collections from non-Federal sources: Revenue.	---	-250	-250
21.40 Unobligated balance available, start of year.....	---	---	-10
22.98 Unobligated balance transferred, net	---	-100	---
24.40 Unobligated balance available, end of year.....	---	10	10
60.00 Budget authority.....	---	---	---
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	---	90	---
72.40 Obligated balance, start of year.	---	---	20
73.40 Obligated balance transferred, net	---	27	---
74.40 Obligated balance, end of year..	---	-20	---
90.00 Outlays.....	---	97	20
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-4525-0-4-302			
<u>Reimbursable obligations:</u>			
Personnel compensation:			
11.1 Full-time permanent.....	---	52	52
11.3 Other than full-time permanent..	---	5	5
11.5 Other personnel compensation....	---	3	3
11.9 Total personnel compensation..	---	60	60
12.1 Personnel benefits: Civilian....	---	7	7
21.0 Travel and transportation of persons.....	---	7	7
22.0 Transportation of things.....	---	2	2
25.0 Other services.....	---	24	44
26.0 Supplies and materials.....	---	140	105
31.0 Equipment.....	---	5	10
32.0 Lands and structures.....	---	5	15
99.0 Subtotal, reimbursable obligations.....	---	250	250
99.9 Total obligations.....	---	340	250

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Personnel Summary

Identification code	85 19 actual	86 19 estimate	87 19 estimate
14-5048-0-2-302			
Total number of full-time permanent positions.....	---	2	2
Total compensable workyears: Full-time equivalent employment.....	---	2	2
Average GS grade.....	9.20	9.20	9.20
Average GS salary.....	27,306	27,306	27,306
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

MISCELLANEOUS
PERMANENT APPROPRIATIONS

Appropriation Summary Statement

Appropriation: Miscellaneous Permanent Appropriations

The majority of these appropriations provide for sharing receipts collected from the sale, lease, or use of public lands and resources with States and counties. BLM distributes these funds in accordance with various laws that specify the percentages to be paid and, in some cases, how the States and counties must use these funds.

Also included is the permanent appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This is normally applicable to roads subject to heavy, continuous use involving several users at a time such as mainline timber access roads in western Oregon. The funds are permanently appropriated by statute and, therefore, do not require an annual appropriation.

The following activities are included within the total appropriation:

1. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands
2. Payments to counties, Oregon and California grant lands
3. Payments to States (proceeds of sales)
4. Payments to States from grazing receipts, etc., public lands outside grazing districts
5. Payments to States from grazing receipts, etc., public lands within grazing districts
6. Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous
7. Payments to Alaska, National Petroleum Reserve
8. Payments to counties, National Grasslands
9. Expenses, road maintenance deposits
10. Payments to Nevada from receipts on land sales
11. Payments from proceeds, sale of water
12. Payments to Oklahoma (royalties)

Summary of Requirements

Appropriation: Miscellaneous Permanent Appropriations														
Comparison by activity	1985		1986		1986		1987 Base		1987 Estimate		Inc(+)/Dec(-)		Inc(+)/Dec(-)	
	FTE-T	Amount	Enacted to Date	FTE-T	Amount	P.L. 99-177 Reduction	Adjusted	FTE-T	Amount	FTE-T	Amount	from 1986	from 1987 Base	
Payments to Coos and Douglas Counties, Oregon from receipts, Coos Bay	---	528	---	580	---	-25	555	---	580	---	---	---	---	
Wagon Rd. Grant lands	---	125,325	---	---	---	-2,989	-2,989	---	65,100	---	40,100	---	-25,000	
Payments to counties, O&C grant lands	---	742	---	766	---	-33	733	---	766	---	936	---	+170	
Payments to States (proceeds of sales) (receipt limitation)	---	1,001	---	1,000	---	-43	957	---	1,000	---	1,024	---	+24	
Payments to States from grazing receipts, etc., public lands outside grazing districts	---	1,001	---	1,000	---	-43	957	---	1,000	---	1,024	---	+24	
Appropriation: Miscellaneous Permanent Appropriations														
Appropriation currently available, 1986														
P.L. 99-177 Budget Authority Cancellation														
Adjusted Appropriation, 1986														
Adjustments to Base:														
Adjustment for 1986 impact of P.L. 99-177														
Adjustment to reflect a normal level of payments to the O&C counties														
Total, Adjustments to Base														
1987 Base Budget														
Program Changes (Changes to Base budget, detailed below)														
Total Requirements (1987 Estimate)														

Justification of Base Adjustments

Miscellaneous Permanent Appropriations

	<u>FTE</u>	<u>Amount</u> <u>(\$000)</u>
<u>Adjustment for FY 1986 P.L. 99-177 B.A. Cancellations.....</u>	--	+3,641

The Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177) requires a 4.3 percent reduction in non-exempt programs in FY 1986. Since the 4.3 percent reduction applies to FY 1986 only, this adjustment is made to allow a more comparable basis for showing program changes from FY 1986 to FY 1987.

Justification of Program and Performance

Activity: Payments to Coos and Douglas Counties, Oregon,
for Coos Bay Wagon Road Grant Lands

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$	580	555	580	580	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 54 Stat. 753-754, payments in lieu of taxes are made to Coos and Douglas counties out of receipts from the Coos Bay Wagon Road grant lands in Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands.

Activity: Payments to Counties, Oregon and California (O&C) Grant Lands

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$	---	-2,989	65,100	40,100	-25,000
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by annual appropriations acts (O&C Grant Land Fund), 50 percent of the receipts of Oregon and California grant land funds are paid to the counties in which the lands are situated, to be used as other county funds. Normally, the payments to the counties are issued at the beginning of the fiscal year following the year in which the receipts are collected. In 1985, however, a major portion of the payments which would have normally been made in 1986 were issued prior to the end of 1985. For this reason, budget authority for 1986 is shown as zero.

Decrease from 1987 Base

	FY 1987 Base	FY 1987 Estimate	Difference
\$	65,100	40,100	-25,000
(FTE-T)	(---)	(---)	(---)

- o The 1987 Estimate incorporates an Administration initiative to share net receipts with the O&C counties. Under this initiative, receipts which are currently shared on a gross basis will be shared net of Federal costs directly related to the generation of these revenues.

- o It is anticipated that there will be an increase in 1986 receipts resulting mainly from the scheduled harvest of extended timber sales that have not been bought out under the Federal Timber Contract Payment Modification Act (P.L. 98-478).

Activity: Payments to States (proceeds of sales)

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$	766	733	766	936	+170
(FTE-T)	(---)		(---)	(---)	(---)

In accordance with 31 U.S.C. 1305, the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of public land and public land products. These payments are to be used for educational purposes or for construction of public roads and improvements.

Increase from 1987 Base

	FY 1987 Base	FY 1987 Estimate	Difference
\$	766	936	+170
(FTE)	(---)	(---)	(---)

The increase is primarily related to a projected increase in timber sale receipts from public domain lands in western Oregon.

Activity: Payments to States from grazing receipts, etc.,
 public lands outside grazing districts

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$	1,000	957	1,000	1,024	+24
(FTE-T)	(---)		(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315i and 315m), the States are paid 50 percent of the grazing fee receipts from public lands outside of organized grazing districts. The 1987 Estimate is based on continuation of the grazing fee at \$1.35/AUM.

Increase from 1987 Base

	FY 1987 Base	FY 1987 Estimate	Difference
\$	1,000	1,024	+24
(FTE)	(---)	(---)	(---)

The increase results from slightly higher estimated total receipts for 1986.

Activity:	Payments to States from grazing receipts, etc., public lands within grazing districts
-----------	--

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$	1,515	1,450	1,515	1,550	+35
(FTE-T)	(---)		(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934, (43 U.S.C. 315b and 315i), the States are paid 12 1/2 percent of grazing fee receipts from lands within organized grazing district boundaries. The 1987 Estimate is based on a continuation of the grazing fee at \$1.35/AUM.

Increase from 1987 Base

	FY 1987 Base	FY 1987 Estimate	Difference
\$	1,515	1,550	+35
(FTE)	(---)	(---)	(---)

The increase results from a slightly higher estimate of total receipts for 1986.

Activity:	Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous
-----------	---

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$	5	5	5	8	+3
(FTE-T)	(---)		(---)	(---)	(---)

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. The 1987 Estimate is based on a continuation of the grazing fee at \$1.35/AUM.

Increase from 1987 Base

	FY 1987 Base	FY 1987 Estimate	Difference
\$	5	8	+3
(FTE)	(---)	(---)	(---)

The increase results from a slightly higher estimate of receipts for 1986.

Activity: Payments to Alaska, National Petroleum Reserve

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$	4,614	4,416	4,614	---	-4,614
(FTE-T)	(---)		(---)	(---)	(---)

In accordance with 94 Stat. 2964, Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from the leasing of oil and gas in the National Petroleum Reserve in Alaska for use in planning, construction, maintenance, and operation of essential public facilities and other necessary provisions of public service.

Decrease from 1987 Base

	FY 1987 Base	FY 1987 Estimate	Difference
\$	4,614	---	-4,614
(FTE-T)	(---)	(---)	(---)

The decrease results from the expectation that there will be no sales or other activities in 1986 that would generate receipts to be paid in 1987.

Activity: Payments to counties, National Grasslands

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$	620	593	620	625	+5
(FTE-T)	(---)		(---)	(---)	(---)

In accordance with 7 U.S.C. 1012, 25 percent of the revenues received from the use of National Grasslands, including mineral leasing, is paid to the counties in which such lands are located. These funds are used for schools and roads.

Increase from 1987 Base

	FY 1987 Base	FY 1987 Estimate	Difference
\$	620	625	+5
(FTE)	(---)	(---)	(---)

The increase results from a slightly higher estimate of receipts from activities on the National Grasslands.

Activity:	Road Maintenance Deposits
-----------	---------------------------

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$	5,600	5,359	5,600	5,600	---
(FTE-T)	(95)		(95)	(95)	(---)

Public Law 94-579 (FLPMA) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1701, et seq.), excluding \$150,000 which is earmarked for administrative expenses.

Activity:	Payments to Nevada from receipts on land sales
-----------	--

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$	454	434	454	750	+296
(FTE-T)	(---)		(---)	(---)	(---)

Public Law 96-586 (Burton-Santini Act) of 1980 authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds returned to the State are to be used for the State's general education program, and the monies returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities.

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

<u>Object Class</u>	<u>1987 Base</u>		<u>1987 Estimate</u>		<u>Inc. (+)</u> <u>Dec. (-)</u>	
	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>
11. Personnel compensation:						
11.1 Full-time permanent	<u>95</u>	<u>2,594</u>	<u>95</u>	<u>2,594</u>	<u>---</u>	<u>---</u>
Total personnel compensation	95	2,594	95	2,594	---	---
<u>Other Objects</u>						
12.1 Personnel benefits		415		415		---
22.0 Transportation of things		1,000		1,000		---
23.2 Communications, utilities, and miscellaneous charges		30		30		---
25.0 Other services		1,100		1,100		---
26.0 Supplies and materials		200		200		---
31.0 Equipment		61		61		---
32.0 Lands and structures		200		200		---
41.0 Grants, subsidies and contributions		<u>74,654</u>		<u>45,573</u>		<u>-29,081</u>
Total requirements		<u>80,254</u>		<u>51,173</u>		<u>-29,081</u>

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-9921-0-2-999			
<u>Program by activities:</u>			
00.01 Payments to Oklahoma (royalties).	13	---	---
00.02 Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	528	580	580
00.03 Payments to counties, Oregon and California grant lands.....	65,980	61,124	40,100
00.04 Payments to States (proceeds of sales).....	742	766	936
00.05 Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,001	1,000	1,024
00.06 Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,549	1,515	1,550
00.07 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.	6	5	8
00.08 Payments to Alaska, National Petroleum Reserve.....	4,803	4,614	---
00.09 Payments to counties, national grasslands.....	569	620	625
00.10 Expenses, road maintenance deposits	6,472	5,600	5,600
00.11 Payments to Nevada from receipts on land sales.....	833	454	750
10.00 Total obligations.....	82,496	76,278	51,173
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-3,254	-61,709	-585
24.40 Unobligated balance available, end of year.....	61,709	585	585
60.00 Budget authority (appropriation) (permanent, indefinite, special fund).....	140,951	15,154	51,173
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	85 19 actual	86 19 estimate	87 19 estimate
14-9921-0-2-999			
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	82,496	76,278	51,173
72.40 Obligated balance, start of year.	9,104	-48,341	2,612
74.40 Obligated balance, end of year...	48,341	-2,612	-2,612
90.00 Outlays.....	139,940	25,325	51,173
<u>Distribution of budget authority by account:</u>			
Payments to Oklahoma (royalties).....	13	---	---
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	582	580	580
Payments to counties, Oregon and California grant lands.....	125,325	---	40,100
Payments to States (proceeds of sales) (receipt limitations).....	742	766	936
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,001	1,000	1,024
Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,549	1,515	1,550
Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous.....	6	5	8
Payments to Alaska, National Petroleum Reserve	4,803	4,614	---
Payments to counties, national grasslands	569	620	625
Expenses, road maintenance deposits.....	5,581	5,600	5,600
Payments to Nevada from receipts on land sales.....	833	454	750
Payments from proceeds, sale of water...	1	---	---
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-9921-0-2-999			
<u>Distribution of outlays by account:</u>			
Leasing of grazing lands.....	4	---	---
Payments to Oklahoma (royalties).....	14	---	---
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	528	580	580
Payments to counties, Oregon and California grant lands.....	116,934	10,171	40,100
Payments to States (proceeds of sales) (receipt limitations).....	872	766	936
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,024	1,000	1,024
Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,544	1,515	1,550
Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous.....	5	5	8
Payments to Alaska, National Petroleum Reserve.....	10,911	4,614	---
Payments to counties, national grasslands	569	620	625
Expenses, road maintenance deposits.....	6,702	5,600	5,600
Payments to Nevada from receipts on land sales.....	833	454	750

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-9921-0-2-999			
Personnel compensation:			
11.1 Full-time permanent.....	2,178	2,178	2,178
11.3 Other than full-time permanent....	440	440	440
11.5 Other personnel compensation.....	121	121	121
11.9 Total personnel compensation....	2,739	2,739	2,739
12.1 Personnel benefits: Civilian.....	315	315	315
21.0 Travel and transportation of persons	1	1	1
22.0 Transportation of things.....	1,223	1,200	1,200
23.2 Communications, utilities, and miscellaneous charges.....	47	45	45
25.0 Other services.....	1,142	500	500
26.0 Supplies and materials.....	352	350	350
31.0 Equipment.....	17	15	15
32.0 Lands and structures.....	8	10	5
41.0 Grants, subsidies, and contributions.....	76,652	71,103	46,003
99.9 Total obligations.....	82,496	76,278	51,173

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS

Personnel Summary

Identification code

14-9921-0-2-999

85

Actual

19 86

estimate

19 87

estimate

Total number of full-time permanent positions.....

74

74

74

Total compensable workyears:

Full-time equivalent employment.....

95

95

95

Average GS grade.....	9.20
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9.20

9.20

9.20

Average GS salary.....	27,306
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27,306

27,306

27,306

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
(P.L. 99-177 Sequestration)
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-9921-6-2-999			
<u>Program by activities:</u>			
00.01 Payments to Oklahoma (royalties).	---	---	---
00.02 Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	---	-28	---
00.03 Payments to counties, Oregon and California grant lands.....	---	-2,940	---
00.04 Payments to States (proceeds of sales).....	---	-37	---
00.05 Payments to States from grazing receipts, etc., public lands outside grazing districts.....	---	-48	---
00.06 Payments to States from grazing receipts, etc., public lands within grazing districts.....	---	-73	---
00.07 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.	---	---	---
00.08 Payments to Alaska, National Petroleum Reserve.....	---	-222	---
00.09 Payments to counties, national grasslands.....	---	-30	---
00.10 Expenses, road maintenance deposits	---	-241	---
00.11 Payments to Nevada from receipts on land sales.....	---	-22	---
10.00 Total obligations.....	---	-3,641	---
40.00 Budget authority.....	---	-3,641	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	-3,641	---
72.40 Obligated balance, start of year.	---	---	-943
74.40 Obligated balance, end of year...	---	943	---
90.00 Outlays.....	---	-2,698	-943
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 4.9)

Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds

This account includes two indefinite trust fund appropriations as follows:

Land and Resource Management Trust Fund - Monies are contributed by private entities or non-Federal organizations for: 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys; and 3) for public surveys requested by individuals.

Trustee Funds, Alaska Townsites - Monies are derived from the sale of Alaska town lots to non-Natives and are available to cover the expenses of the sale and maintenance of townsites.

Appropriation Language Sheet

Miscellaneous Trust Funds

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(43 U.S.C. 315h, 315i, 355, 759, 761, 775, 887, 1719, 1721, 1737; 48 Stat. 1224-36, 74 Stat. 506; Department of the Interior and Related Agencies Appropriations Act, 1986, Public Law 99-190.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Miscellaneous Trust Funds

Appropriation language and citations:

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

43 U.S.C. 315h	43 U.S.C. 1719
43 U.S.C. 315i	43 U.S.C. 1721
43 U.S.C. 355	43 U.S.C. 1737
43 U.S.C. 759	48 Stat. 1224-36
43 U.S.C. 761	74 Stat. 506
43 U.S.C. 775	P.L. 99-190
43 U.S.C. 887	

43 U.S.C. 315h and 315i provide for the Secretary of the Interior to accept contributions for administration, protection and improvement of grazing lands and for these funds to be deposited into the Treasury in a trust fund and permanently appropriated for use by the Secretary.

43 U.S.C. 355, repealed by FLPMA (1976), provided for the sale of town lots to non-Native Alaskans.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriate.

43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C 759 of costs in excess of expenses.

43 U.S.C. 775 provides for costs of management of lands and for surveying federally controlled lands through a trust fund.

43 U.S.C. 887 provides for railroads to pay for surveys within their grants through trust funds.

43 U.S.C. 1719 provides for payment of administrative costs through a trust account for the conveyance of mineral interests.

43 U.S.C. 1721 provides for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737 provides for funds contributed for 1) resource development, protection, and management; 2) conveyance of lands omitted in original surveys; and 3) public surveys requested by individuals to be placed in a trust account to be available until expended.

48 Stat. 1224-36 provides for payments in advance for public surveys.

74 Stat. 506 provides for contributed funds to be used for maintenance of access roads and protection of public lands.

Public Law 99-190, Department of the Interior and Related Agencies Appropriations Act, 1986, provides the current appropriation for FLPMA-authorized contributions.

(Dollar amounts in thousands)

1.	Land and Resource Management Trust Fund.....	30	3,666	30	699	---	699	30	699	---	---	---
2.	Trust Funds of Alaska Townsites....	---	<u>1</u>	---	<u>1</u>	---	<u>1</u>	---	<u>1</u>	---	---	---
	Total Requirements	30	3,667	30	700	---	700	30	700	---	---	---
	Current Appropriation (Indefinite)		(100)		(100)		(100)		(100)		---	---
	Permanent Appropriation (Indefinite)		(3,567)		(600)		(600)		(600)		---	---

BLM-399

Justification of Program and Performance

Appropriation:	Miscellaneous Trust Funds (Indefinite)
Activities:	Land and Resource Management Trust Fund and Trustee Funds, Alaska Townsites

(Dollar amounts in thousands)

	1986 Enacted To Date	1986 Adjusted Approp.	1987 Base	1987 Estimate	Inc (+) Dec. (-) from Base
\$	700	700	700	700	---
(FTE-T)	(30)		(30)	(30)	(---)

Impact of Public Law 99-177

	1986 Enacted To Date	P.L. 99-177 B.A. Cancellation	1986 Adjusted Approp.
Miscellaneous Trust Funds	700	---	700

Contributions are exempt from sequestration under P.L. 99-177.

Authorization

- 43 U.S.C. 1719, 1721
P.L. 94-579 The Federal Land Policy and Management Act (FLPMA) of 1976 provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance of omitted lands to States or their political subdivisions; and 3) conducting public surveys requested by individuals provided that estimated costs are paid prior to project initiation.
- 43 U.S.C. 315
P.L. 73-482 The Taylor Grazing Act of 1934, as amended, provides for acceptance of contributions for range improvement purposes.
- 43 U.S.C. 355 The Act of March 3, 1891 (section 11) provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA (1976). The Alaska townsite trustee funds authorized by 31 U.S.C. 1321 provide for survey and deed recordation of town lots occupied prior to FLPMA.

Objectives

- o Provide for resource development, protection and management through the utilization of contributions of money and services; and
- o Provide public surveys when estimated costs are contributed in advance.

LAND AND RESOURCE MANAGEMENT TRUST FUND

The 1987 Estimate is \$699,000 and 30 FTE. This program provides for performance of certain cadastral surveys, conservation practices, and administrative actions by the BLM, financed by contributions of money from the recipients of these BLM services. Contributions must be deposited before the Bureau begins work on the project, and any monies remaining after completion of the project are returned to the contributor. In recent years, contributions for resource development, protection and management have included such diverse projects as range improvements, ORV recreation area maintenance and protection of endangered species. The acceptance of contributions is authorized by sections 211 (omitted lands) and 307(c) (studies, cooperative agreements, and contributions) of FLPMA (1976). Included in the 1987 program are estimated contributions received from the State of California Off-Highway Vehicle license ("green sticker") funds and used by BLM for the development, maintenance and operation of benefiting projects on BLM-administered public lands in California. Acceptance of contributions is also authorized by the Taylor Grazing Act, 43 U.S.C. 315, (rangeland improvement contributions) and by 43 U.S.C. 759, 760, 761, 775 and 887 (public surveys); and these contributions are permanently appropriated to the Secretary for such uses by those Acts.

TRUSTEE FUNDS, ALASKA TOWNSITES

The 1987 Estimate is \$1,000.

Alaska town lot purchasers pay the cost of survey and deed recordation plus \$25. (Native Alaskans are exempt from payment.) The sale of lots was originally authorized by the Act of March 3, 1891, which was repealed by FLPMA. The Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321 authorize the trust funds. Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low.

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds

<u>Object Class</u>	<u>1987 Estimate</u>	
	<u>FTE</u>	<u>Amount</u>
11. Personnel Compensation:		
11.1 Full-time permanent	25	276
11.3 Other than full-time permanent	5	74
11.5 Other personnel compensation	---	15
11.8 Special personal services payments	---	2
11.9 Total personnel compensation	30	367
<u>Other Objects</u>		
12.1 Personnel benefits		45
21.0 Travel and transportation of persons		20
22.0 Transportation of things		20
23.2 Communications, utilities, and miscellaneous charges		20
25.0 Other services		46
26.0 Supplies and materials		65
31.0 Equipment		17
32.0 Lands and structures		100
Total requirements		<u>700</u>

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-9971-0-7-302			
<u>Program by activities:</u>			
00.01 Land and resource management trust fund.....	2,866	1,099	999
00.02 Trustee funds, Alaska townsites..	7	1	1
10.00 Total obligations.....	2,873	1,100	1,000
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-1,248	-2,042	-1,642
24.40 Unobligated balance available, end of year.....	2,042	1,642	1,342
39.00 Budget authority.....	3,667	700	700
<u>Budget authority:</u>			
Current:			
40.00 Appropriation (indefinite).....	---	100	100
Permanent:			
60.00 Appropriation (indefinite).....	3,667	600	600
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	2,873	1,100	1,000
72.40 Obligated balance, start of year.	506	763	1,163
74.40 Obligated balance, end of year..	-763	-1,163	-1,463
90.00 Outlays.....	2,616	700	700
<u>Distribution of budget authority by account:</u>			
Land and resource management trust fund.	3,667	699	699
Trustee funds, Alaska townsites.....	1	1	1
<u>Distribution of outlays by account:</u>			
Land and resource management trust fund.	2,610	699	699
Trustee funds, Alaska townsites.....	1	1	1
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS

Object Classification (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-9971-0-7-302			
Personnel compensation:			
11.1 Full-time permanent.....	587	587	587
11.3 Other than full-time permanent..	196	170	170
11.5 Other personnel compensation....	46	23	23
11.9 Total personnel compensation..	829	780	780
12.1 Personnel benefits: Civilian.....	100	95	95
21.0 Travel and transportation of persons.....	119	40	40
22.0 Transportation of things.....	108	50	30
23.3 Communications, utilities, and miscellaneous charges.....	37	40	40
24.0 Printing and reproduction.....	5	---	---
25.0 Other services.....	642	65	---
26.0 Supplies and materials.....	387	30	15
31.0 Equipment.....	213	---	---
32.0 Lands and structures.....	433	---	---
99.9 Total obligations.....	2,873	1,100	1,000
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-9971-0-7-302			
Total number of full-time permanent positions.....	21	21	21
Total compensable workyears:			
Full-time equivalent employment.....	30	30	30
Full-time equivalent of overtime and holiday hours.....	2	2	2
Average GS grade.....	9.20	9.20	9.20
Average GS salary.....	27,306	27,306	27,306
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

OTHER

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSOLIDATED SCHEDULE OF PERMANENT POSITIONS
DETAIL OF PERMANENT POSITIONS

	1985 <u>Actual</u>	1986 <u>Estimate</u>	1987 <u>Estimate</u>
Executive Level V	<u>1</u>	<u>1</u>	<u>1</u>
Subtotal	<u>1</u>	<u>1</u>	<u>1</u>
ES-5	4	4	4
ES-4	14	14	14
ES-3	3	3	3
ES-2	2	2	2
ES-1	<u>3</u>	<u>3</u>	<u>3</u>
Subtotal	26	26	26
GS/GM-15	63	62	62
GS/GM-14	210	209	202
GS/GM-13	595	586	579
GS-12	1,290	1,272	1,253
GS-11	2,079	2,042	2,029
GS-10	76	75	73
GS-09	1,544	1,561	1,465
GS-08	183	182	177
GS-07	642	638	619
GS-06	491	488	474
GS-05	824	830	784
GS-04	567	569	542
GS-03	167	166	161
GS-02	<u>13</u>	<u>13</u>	<u>13</u>
Subtotal	8,744	8,693	8,433
Ungraded	<u>476</u>	<u>470</u>	<u>460</u>
Total permanent positions	9,247	9,190	8,920
Unfilled positions, end of year	<u>-530</u>	<u>-510</u>	<u>-500</u>
Total permanent employment, end of year	8,717	8,680	8,420

Appropriation Language Sheet

Administrative Provisions

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to \$10,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the United States Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed \$10,000: Provided, That appropriations herein made for the Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937, (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": Provided further, That appropriations herein made may be expended for surveys of Federal lands of the United States and on a reimbursable basis for surveys of Federal lands of the United States and for protection of lands for the State of Alaska: Provided further, That an appeal of any reductions in grazing allotments on public rangelands must be taken within 30 days after receipt of a final grazing allotment decision. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within two years after the appeal is filed; Provided further, That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau.

[Notwithstanding any other provision of this Act, in the event the sale, award, or operation of any timber sale or sales in the Medford (Oregon) District of the Bureau of Land Management is enjoined, stayed or otherwise delayed by reason of administrative appeal or judicial review, the Secretary of the Interior shall resell timber returned under provisions of the Federal Timber Contract Payment Modification Act to the extent necessary to achieve sale of the full annual allowable cut for fiscal years 1985 and 1986 in the Medford District. The Secretary shall determine the potential environmental degradation of timber sales returned pursuant to the Federal Timber Contract Payment Modification Act and shall characterize each sale's potential environmental impact as minimal, moderate, or serious. The Secretary must give resale priority to those sales with the least risk of potential environmental degradation. Sales that are reoffered may be modified, including minor additions. Any decision of the Secretary to resell timber shall not be subject to judicial review.]

(Department of the Interior and Related Agencies Appropriations Act, 1986, as included in Public Law 99-190.)

Administrative Provisions

Justification of Proposed Language Changes

1) Deletion:

"Notwithstanding any other provision of this Act, in the event the sale, award, or operation of any timber sale or sales in the Medford (Oregon) District of the Bureau of Land Management is enjoined, stayed or otherwise delayed by reason of administrative appeal or judicial review, the Secretary of the Interior shall resell timber returned under provisions of the Federal Timber Contract Payment Modification Act to the extent necessary to achieve sale of the full annual allowable cut for fiscal years 1985 and 1986 in the Medford District. The Secretary shall determine the potential environmental degradation of timber sales returned pursuant to the Federal Timber Contract Payment Modification Act and shall characterize each sale's potential environmental impact as minimal, moderate, or serious. The Secretary must give resale priority to those sales with the least risk of potential environmental degradation. Sales that are reoffered may be modified, including minor additions. Any decision of the Secretary to resell timber shall not be subject to judicial review."

The specific authority given to the Secretary in this language was restricted to fiscal years 1985 and 1986; therefore, this language is no longer needed.

DEPARTMENT OF THE INTERIOR

FY 1987 Budget for Consulting Services

Bureau: Land Management

<u>Appropriation Account Title/ Iden. Code No.</u>	<u>Amount Requested in 1987</u>	<u>Program Requiring Services</u>	<u>Description of Need for Services</u>
Management of Lands and Resources (14-1109-0-1-302)	\$15,000	MLR	At the present time the Bureau of Land Management does not anticipate the need for consulting services; however, the \$15,000 will provide for obtaining, on a short-term basis, decisive expert advice not available within the Department or other agencies of the Federal Government for priority policy issued in the management of land and resources.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

LAND ACQUISITION

Proposed Rescission

The 1984 Second Supplemental Appropriation Act provided \$4,500,000 for work and equalization payments on exchanges associated with the Navajo/Hopi relocation project. The work on this project is expected to be completed during 1986. An evaluation of funds expended to date and remaining needs has revealed a balance of \$3,000,000 being excess to Bureau needs. A \$3,000,000 rescission of unobligated balances in Land Acquisition is, therefore, proposed.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION

(Rescission proposal)

Program and Financing (in thousands of dollars)

Identification code	19 85 actual	19 86 estimate	19 87 estimate
14-5033-5-1-302			
Program by activities:			
10.00 Total obligations.....	---	-3,000	---
Financing:			
23.40 Unobligated balance rescinded....	---	3,000	---
39.00 Budget authority (appropriation rescission proposal R86-)	---	---	---
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	---	-3,000	---
90.00 Outlays.....	---	-3,000	---
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

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